PALS

NOVEMBER MIDMONTHLY

SURVEY

JOURNAL OF SOCIAL WORK

PALO ALTO PUBLIC LIBRARY
PALO ALTO, CALIFORNIA

GAINS AND HOPES FOR PUBLIC HEALTH

Ruth A. Lerrigo

FARMERS ON RELIEF

Irving Lorge

THE BUSINESS AND PURPOSE OF BOARDS

Clarence King

PRACTICAL SELF-HELP

Udo Rall

DELINQUENT AND WHY

Lisbeth Parrott

30 cents a copy 1937 $3.00 a year

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

BOSTON COLLEGE SCHOOL OF SOCIAL WORK

Catholic Graduate School offering unique professional training to a select group of men and women. Conducted exclusively on a full-time basis

Address

THE DEAN

Boston College School of Social Work

126 Newbury Street Boston, Mass.

CATALOGUE SENT ON REQUEST

The PENNSYLVANIA SCHOOL OF SOCIAL WORK

ANNOUNCES

The publication of the first issue of

THE JOURNAL OF SOCIAL WORK PROCESS

sponsored by the Faculty of the School.

Volume I November, 1937 Number I

THE RELATION OF FUNCTION TO PROCESS IN SOCIAL CASE WORK

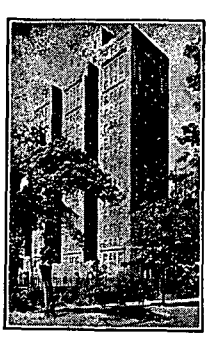
CONTRIBUTORS

Virginia P. Robinson	Jessie Taft
Almena Dawley	Else Jockel
Helen Baum	Irene Liggett
Mary N. Taylor	Dorothy Hankins
Doris Mode Affleck	Dorothea Gilbert

Distributors: CENTAUR BOOK SHOP

204 South Juniper Street Philadelphia

150 pp. (Approx.) Boards $2.00 Per Copy Postpaid



HOTEL PARKSIDE

NEW YORK

In Gramercy Park

The Parkside is one of New York's nicest hotels . . . maintaining traditionally high standards and homelike atmosphere. Directly facing Private Park.

SINGLE ROOMS FROM $2.00 DAILY

Attractive weekly and monthly rates
Moderate priced restaurant

A few minutes' walk to majority of the Welfare Councils, social agencies. . . . Convenient to all important sections of the city. Write for Booklet S.

20TH STREET at IRVING PLACE

UNDER KNOTT MANAGEMENT

STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED BY THE ACT OF CONGRESS OF MARCH 3, 1933, of THE MIDMONTHLY SURVEY, published monthly at Brooklyn, N. Y., for October 1, 1937.

State of New York, } ss.
County of New York, }

Before me, a Commissioner of Deeds, in and for the State and county aforesaid, personally appeared Paul Kellogg, who, having been duly sworn, according to law, deposes and says that he is the Editor of THE MIDMONTHLY SURVEY and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation, etc., of the aforesaid publication, for the date shown in the above caption, required by the Act of August 24, 1912, embodied in section 411, Postal Laws and Regulations, printed on the reverse of this form, to wit:

1. That the names and addresses of the publisher, editor, managing editor and business managers are: Publisher, Survey Associates, Inc., 112 East 19 Street, New York, N. Y.; Editor, Paul Kellogg, 112 East 19 Street, New York, N. Y.; Managing Editor, Gertrude Springer, 112 East 19 Street, New York, N. Y.; Business Manager, Walter F. Grueninger.

2. That the owner is: (If owned by a corporation, its name and address must be stated and also immediately thereunder the names and addresses of stockholders owning or holding one per cent or more of total amount of stock. If not owned by a corporation, the names and addresses of the individual owners must be given. If owned by a firm, company, or other unincorporated concern, its name and address, as well as those of each individual member, must be given.) Survey Associates, Inc., 112 East 19 Street, New York, N. Y., a non-commercial corporation under the laws of the State of New York with over 1,700 members. It has no stocks or bonds. President, Lucius R. Eastman, 110 Washington Street, New York, N. Y.; Vice-presidents, Julian W. Mack, 2302 U.S. Court House, Foley Square, New York, N. Y.; Joseph P. Chamberlain, Columbia University, New York, N. Y.; John Palmer Gavit, 112 East 19 Street, New York, N. Y.; Secretary, Ann Reed Brenner, 112 East 19 Street, New York, N. Y.

3. That the known bondholders, mortgagees, and other security holders owning or holding 1 per cent or more of total amount of bonds, mortgages, or other securities are: (If there are none, so state.) None.

4. That the two paragraphs next above, giving the names of the owners, stockholders, and security holders, if any, contain not only the list of stockholders and security holders, as they appear upon the books of the company but also, in cases where the stockholder or security holder appears upon the books of the company as trustee or in any other fiduciary relation, the name of the person or corporation for whom such trustee is acting, is given; also that the said two paragraphs contain statements embracing affiant's full knowledge and belief as to the circumstances and conditions under which stockholders and security holders who do not appear upon the books of the company as trustees, hold stock and securities in a capacity other than that of a bona fide owner; and this affiant has no reason to believe that any other person, association, or corporation has any interest direct or indirect in the said stock, bonds or other securities than as so stated by him.

[Signed] PAUL KELLOGG, Editor

Sworn to and subscribed before me this 28th day of September, 1937.

[Seal] MARTHA HOHMANN,
Commissioner of Deeds, City of New York,
New York Register's No. 17H8.
Commission Expires April 14, 1939.

THE SURVEY for November 1937, Vol. LXXIII, No. 11. Pub'ished monthly and copyright 1937 by SURVEY ASSOCIATES, Inc. Publication office, 762 East 21 Street, Brooklyn, N. Y. Executive offices 112 East 19 Street, New York. Price this issue 30 cts.; $3 a year; foreign postage, 50 cts. extra; Canadian, 30 cts. Entered as second-class matter at the post office at Brooklyn, N. Y., under the Act of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 26, 1918.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE MIDMONTHLY SURVEY

SURVEY ASSOCIATES, INC.

Publication Office:
762 East 21 Street, Brooklyn, N. Y.
Editorial Office:
112 East 19 Street, New York
To which all communications should be sent

THE SURVEY—Monthly—$3.00 a year
SURVEY GRAPHIC—Monthly—$3.00 a year
SUBSCRIPTION TO BOTH—$5.00 a year.

LUCIUS R. EASTMAN, *president;* JULIAN W. MACK, JOSEPH P. CHAMBERLAIN, JOHN PALMER GAVIT, *vice-presidents;* ANN REED BRENNER, *secretary.*

PAUL KELLOGG, *editor.*

MARY ROSS, BEULAH AMIDON, ANN REED BRENNER, JOHN PALMER GAVIT, LOULA D. LASKER, FLORENCE LOEB KELLOGG, GERTRUDE SPRINGER, VICTOR WEYBRIGHT, LEON WHIPPLE, *associate editors;* RUTH A. LERRIGO, HELEN CHAMBERLAIN, *assistant editors.*

EDWARD T. DEVINE, GRAHAM TAYLOR, HAVEN EMERSON, M.D., JOANNA C. COLCORD, RUSSELL H. KURTZ, HELEN CODY BAKER, *contributing editors.*

WALTER F. GRUENINGER, *business manager;* MOLLIE CONDON, *circulation manager;* MARY R. ANDERSON, *advertising manager.*

NOVEMBER 1937 CONTENTS VOL. LXXIII No. 11

Frontispiece 338

Gains and Hopes for Health ..... RUTH A. LERRIGO 339

Social Agency Boards and How to Serve on Them
1—Why and Wherefore ..... CLARENCE KING 342

100 Young Delinquents—and Why ..... LISBETH PARROTT 344

Self-Help—Practical and Proved ..... UDO RALL 346

Farmers on Relief ..... IRVING LORGE 348

The Common Welfare 350

The Social Front 352

Compensation • WPA-Relief • Public Assistance • The Labor Front • Prison Congress • Old Age Insurance • The Public's Health • Nurses and Nursing • Professional • People and Things

Readers Write 362

Book Reviews 363

© Survey Associates, Inc.

So They Say

• The more ignorant you are the easier it is to be an anti.—H. G. WELLS *in Survey Graphic.*

• At least it [the unemployment census] will give everybody a new wrangling point. —WALTER DAVENPORT *in Collier's.*

• Jews, Catholics and Protestants are forgetting their respective roads to heaven in a common attempt to escape hell.—NORMAN THOMAS, *New York.*

• Democracy is not a dogma, nor even a doctrine, but simply a doing. It is not a product but a process.—Prof. T. V. SMITH, *University of Chicago.*

• We have learned in America and elsewhere to make and distribute propaganda faster than we have learned how to resist and evaluate it.—Prof. EDGAR DALE, *Ohio State University.*

• The biggest, tallest figure in the field of social welfare will ever be the child. If we can deal constructively with him the problems of adult life will lose most of their terror.—ROBERT W. KELSO *in The Science of Public Welfare.*

• The success of a conservative party seems to me to depend on its acceptance of an unalterable, though possibly deplorable, change in American life. No back to anything movement will get anywhere.—D. W. BROGAN, *Oxford University in the Virginia Quarterly Review.*

• What folly that in a university, by definnition an institution devoted to the full sweep of the wisdom of earth, we should teach men to raise better hogs and not to split infinitives, and so largely ignore teaching them to create better characters and not to split one another's throats.—N. B. DEXTER, *Carlinville, Ill., in The Christian Century.*

• All jails should be changed into hand-spinning and hand-weaving institutions.—GANDHI.

• Social workers do not make social change. —JACOB FISHER *to the Alumni of the New York School of Social Work.*

• There are sometimes people on boards of education who are not enlightened.—PROF. GEORGE D. STRAYER, *Teachers College, Columbia University.*

• The word charity has no place in modern government. It is the duty of government to take care of all citizens in need.—Mayor LA GUARDIA, *New York.*

• A sound relief program can be built only on a foundation of objective fact-finding and tolerance, not on politics and complaints about the present system.—*Editorial in Christian Science Monitor.*

• Relief is being cut off in so many localities it looks like feeding the unemployed is at an end. From here on we just count 'em. I don't know what it does for a jobless man to be counted, but it must make him feel good to have that much notice taken of him—CAL TINNEY, *news commentator.*

• I hope to see the lines which the depression has placed on the faces of the business and professional women of this country replaced with the upcurves of happy individuals who have time for play as well as work. —EARLENE WHITE, *president, National Federation of Business and Professional Women.*

• German mothers must be glad to bear sons whose destiny is to die in battle.—GENERAL GOERING, *Nazi official.*

• After all, in a revolution or rebellion the winning side defines who the patriots are.—PAUL MONROE *in China: A Nation in Evolution.*

• The dominant aim of our society seems to be to middle-classify all its members.—JOHN DOLLARD *in Caste and Class in a Southern Town.*

• It is impossible to achieve universal justice, efficient administration and complete coverage all at one stroke.—JOHN J. CORSON, *assistant executive director, Social Security Board.*

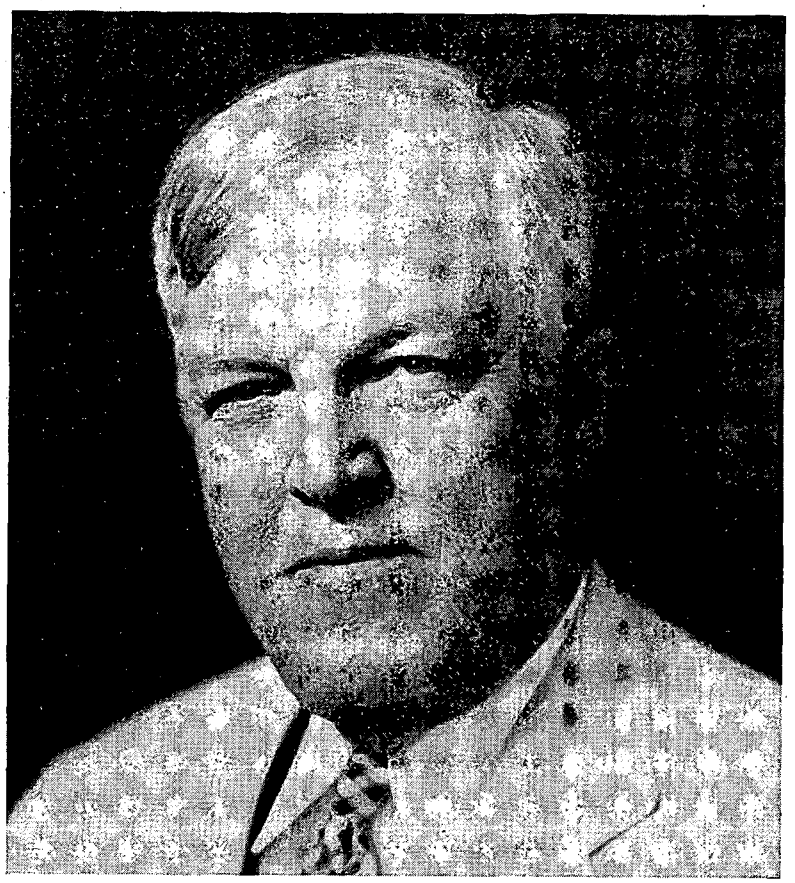
• If we attacked disease as unintelligently and haphazardly as we attack crime, civilized man would be wiped out in three generations. —AUSTIN H. MACCORMICK, *commissioner of correction, New York.*

• A good many of us should be fitted with silencers, but you can't muzzle a scientist with an inferiority complex.—DR. ARTHUR T. MCCORMACK, *Kentucky, president, American Public Health Association.*

• About half a battleship a year, if intelligently directed to the work of syphilis prevention and control . . . would save the nation almost as much in tax burden and blood and agony as the last war cost.—DR. THOMAS PARRAN, *Surgeon-General.*

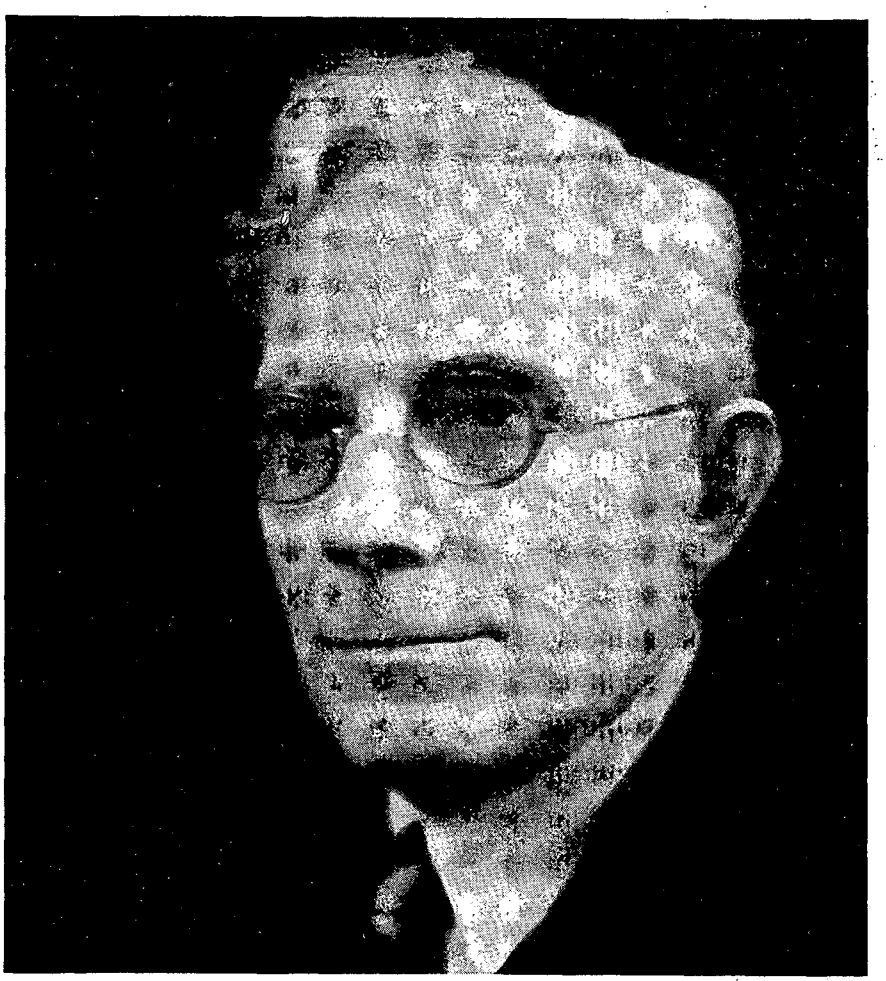
• If a man has less than fifty shillings [about $12.50] a week, life is so anxious that he has no time for much thought concerning high things; the strain of looking after his body absorbs all his time and interest.—HENRY WILSON, *Bishop of Chelmsford, England.*

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED



DR. ARTHUR T. McCORMACK

State health commissioner of Kentucky and secretary of the state medical society, Dr. McCormack is this year's president of the American Public Health Association. Doctors, nurses, health officers, sanitary engineers, social workers, administrators of public health agencies, mental hygienists, educators — Dr. McCormack's new constituency is a diverse group pulling together for essential goals in health.



EVART G. ROUTZAHN

Tendered formal honors at the 1937 meeting of the APHA, Mr. Routzahn was first chairman of the association's public health education section and is one of the editors of the *American Journal of Public Health*. He is known to social workers for his equally distinguished work, while associate director of the department of surveys and exhibits of the Russell Sage Foundation, in developing techniques of interpretation for the social services.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE SURVEY

NOVEMBER 1937

VOL. LXXIII NO. 11

Gains and Hopes for Health

Leaders of the American Public Health Association urge teamwork and wider public provision for medical and nursing care

By RUTH A. LERRIGO

IF the health of the American public is not yet all that it should be, it is not because "nobody cares." The sixty-sixth annual meeting of the American Public Health Association brought together in New York early in October a legion of health workers, rivalling in magnitude and infinite variety the assortment in the National Conference of Social Work. There were more than five thousand of them including health officers, physicians, nurses, laboratory technicians, statisticians, sanitary engineers, nutritionists, educators, mental and child hygienists, epidemiologists, health-minded industrialists, dentists and social workers.

But if diversity of specialty seemed the chief characteristic of the convention-goers there were nevertheless conspicuous trends of interest and concern which seeemed to run through the meeting. At least, so it seemed to this roving reporter, attempting single-handed (and, more important, only two-footed) to pick the high spots from nearly a hundred meetings and three hundred formal papers.

Perhaps the most meaningful trend was the emphasis on coordination of all agencies working for health. The nutritionists' assistance was invoked by the school and child hygienists, public health nurses, dentists, health officials. Mental hygienists were drawn in, at least by implication, practically everywhere. The need for cooperation with nursing forces was mentioned repeatedly in agencies concerned with treatment. The dentists this year considered formation of their own section within the association, but decided instead to work in with other sections, wherever appropriate. Dr. Thomas Parran, U.S. surgeon general and retiring president of the APHA, speaking at a Silver Jubilee dinner of the National Organization for Public Health Nursing summed it up neatly:

The Children's Bureau used a provocative slogan in a controversy some years back . . . pleading that we should not "dismember the child," should not separate the care of his health from the agencies which had to do with his welfare. . . . We must make the citizen members and sometimes the doctors in our public health team understand that the family health program must not be dismembered by a continuity of specialists each attacking as separate problems school health, infant welfare, tuberculosis, communicable disease, nutrition, bedside care, and a dozen matters which are of importance to the well-being of a family as a unit.

THE news core of the meeting, and the center of the sub-surface stream of conference conversation, was the recurrent call for wider public provision of nursing and medical care. Only once before in the memory of the oldest conference-goers has the socialization of medical care been so much as mentioned at APHA meetings. Josephine Roche, Assistant Secretary of the Treasury, gave the association a clear call for leadership.

A far step forward would be taken, I think, if the American Public Health Association formally recognized the problem of the present unequal distribution of medical services and the widespread human needs of today, and charged a special committee to cooperate with the U. S. Public Health Service in extending through proper methods the long accepted functions of public health work to meet modern demands and needs of our people.

When the APHA governing council got around to its formal resolutions, it followed Miss Roche's lead and formally resolved:

That a special committee of this association shall be appointed to study the public health aspects of medical care and to cooperate with the United States Public Health Service and other federal agencies represented in the President's Interdepartmental Committee on Health and Welfare, and the American Medical Association, the American Dental Association and other appropriate bodies in extending public health work to meet modern needs, especially those occasioned by the increasing importance of chronic diseases as causes of sickness and death.

The council resolved further, in relation to the need for more maternal care in childbirth, that:

Whereas many of the deaths of mothers from causes re-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

lated to childbirth could be prevented if needed medical and nursing care were available. . . . (the association) recommends that sufficient sums be made available by the local, state and federal governments to provide increased facilities for the postgraduate education of physicians and nurses, consultation service to local physicians, and hospitalization for mothers and new-born infants when necessary, and to employ qualified local physicians and nurses for all aspects of maternal care for women who are unable to secure such service otherwise.

BY the time these resolutions were made public, Miss Roche's lead had been echoed by other prominent speakers. Dr. Livingston Farrand, former president of Cornell University, predicted more tax supported medical services and asked for the development of a flexible plan, to be worked out by trial and error, by the cooperation of the medical profession, public health agencies, hospitals, social workers, nurses and other groups concerned. Sir Arthur Newsholme, British public health authority, pointed to the fact that "for several centuries in Britain there has existed national provision for the general all-round medical treatment of those who cannot provide it for themselves"; and, referring to the British National Health Insurance Act, "the doctors themselves would resent and oppose proposals for the abolition of this communal medical practice." Dr. Charles Goodrich, president of the Medical Society of the State of New York urged members of the association "to turn an icy shoulder" to "the very moderate percentage of self-seeking, narrow-minded, thoroughly commercial persons whose views are based on expectations of dollars and cents return to themselves, not on the welfare of the people." Governor Lehman of New York urged the cooperation of public health officials, physicians and welfare agencies to "achieve our goal of an equal opportunity for health and adequate medical care" for all citizens, regardless of circumstances or condition. Mayor La Guardia of New York said of tax supported medical care, "We are going to get more and it will be costly, but it is a good investment."

Unquestionably there was great diversity of philosophies within the association on this subject. A large audience heard Dr. Arthur T. McCormack, state health commissioner of Kentucky and incoming president of APHA, say in his inaugural address: "We should oppose at all hazards the socialization of medicine," and warn lest "any of the social groups that would put their unhallowed hands upon it" might win "a Pyrrhic victory," as a result of which "the finer qualities that now characterize the physician would soon disappear in the routine of the official." Dr. McCormack called upon his audience to have confidence in the medical profession, to "remember that they have always lived up to their responsibility to the people of this country and they always will," and to "be not impatient with their progress." At the same time, he spoke of the importance of increased federal assistance under the social security act, "so that the states may improve the local administrations of public health including maternal and child health, through state-devised control, plans and policies" and "the intention of this act that there shall be developed and maintained local full time public health service which will be actually in touch with and in reach of the people themselves, in their lives and in their homes. . . . The American people must decide" he said, "whether they want freedom from syphilis and tuberculosis, a reduced deathrate from cancer and pneumonia, less blindness and crippling and increasing happiness and health in old age. . . . If they determine that they do, they must pay the cost, at a per capita cost which is insignificant compared to the benefits to be derived."

There were many evidences of increased awareness of the need for treatment through public health agencies, as well as for the more familiar services of prevention and protection, particularly in controlling and combating pneumonia, syphilis and cancer through state health departments.

The call for well qualified personnel and for appointment and tenure on the basis of qualifications only, was heard throughout the meeting. In the public health nursing field particularly, the need for enlisting recruits of high type was stressed. A resolution passed by the governing council of the association urged all state and municipal governments to recognize the principle of selecting public health personnel solely upon professional qualifications and to disassociate all political interference or control from the administration of public health.

THE spread and growth of interest in nutrition is news in the whole health field. Meetings of the section on food and nutrition—once called food and drugs, and of much more limited interest—drew large audiences, made up of nurses, child hygienists, health officers, social workers, dentists, as well as nutritionists. Much of the increased interest in the subject is credited to the stimulus of social security funds. Fifteen state health departments now have established nutrition programs, through the titles concerned with maternal and child care administered by the Children's Bureau, as compared with three such state programs before social security funds became available. Health officers now are seeing the danger to the public health from undernourished disease-susceptible children, and more and more are considering the remedy of that condition as a proper function of the public agency.

Like nutrition, proper housing was a subject emphasized in many meetings beside those labelled "housing." A symposium on housing brought out for discussion the setting of health standards for low cost dwellings, a study undertaken a year ago and now under way by an APHA committee on the hygiene of housing, Dr. C. E.-A. Winslow of Yale University, chairman. The committee is cooperating with the housing commission of the League of Nations. Its membership includes experts in ventilation, lighting, plumbing and sanitary engineering, a sociologist, and others especially qualified. The committee plans to formulate not only minimum health standards for low cost housing, but also definite specifications to fulfill these standards, which may be placed in the hands of builders. Answering a criticism that the standards seemed too high to be attained in really low cost housing, the committee contended staunchly that its "feet are on the ground." One solution offered was the grading of standards for housing, from the equivalent of the nutritionists' "minimum subsistence diet" upwards to better levels.

Rollo H. Britten, senior statistician of the U.S. Public Health Service, looking at the magnitude of the job of providing proper housing for this country, expressed his belief that "health authorities must cooperate with organized labor in meeting this problem, because the persons who are going to live in the houses are the ones most directly concerned in furthering housing reform." Health officers were urged to cooperate from the start in the new housing programs, to ward against future difficulties by seeing that new building construction is planned from the first to com-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ply with standards and specifications for healthful housing.

Just as public health nursing was prominent in related programs throughout the conference, the nurses' own programs emphasized nutrition, psychiatry, social work, better public health services. Dorothy Deming, general director of NOPHN, speaking at a session to which the public was invited, said that three outstanding goals of her profession for the future were cooperation with other health and social groups, bettering of the one-time goal of one public health nurse to every two thousand of population (a goal as yet unrealized) and, most of all, "We need superior nurses."

First announcement of the results of a study by a committee on personnel practices in official agencies, as they affect public health nursing, was made by Marian G. Randall, director of the study, "on loan" from the Milbank Memorial Fund. With more than 2500 official agencies in some 1400 communities of the United States employing well over half of the country's public health nurses, current information on personnel practices in these agencies is of first importance to nursing. Miss Randall gave advance reports from her forthcoming book, Report on Personnel Policies in Public Health Nursing. (To be published for NOPHN by Macmillan, probably next month.)

CHILD hygienists turned their attention to the seriousness of the problems of stillbirth and of abortion in the United States. Experts of the U.S. Children's Bureau reported that although registration is incomplete, approximately 80,000 stillbirths are recorded each year. A special study of stillbirths is now being made by the bureau to obtain statistical information regarding fetal and maternal conditions associated with stillbirth, in a quest for preventable aspects as well as to improve statistical recording. Dorothy G. Wiehl and Regine K. Stix of the Milbank Memorial Fund reported that three recent studies conducted by the fund, together with other evidence, indicate that about 8 to 10 percent of all pregnancies are terminated by spontaneous abortion; that the frequency of illegally induced abortions varies widely in different groups, and that these variations, as seen in different income groups, point to the importance of social and economic pressures as causes of the resort to illegal abortion.

Educational and technical exhibits designed to inform the public as well as professional health workers of the major problems of chronic diseases and the fight to suppress them were on prominent display. Josephine Roche told a general session of the conference that, whereas fifty years ago 94 percent of all mortality from disease was from acute illness, chiefly infections, chronic illness now is responsible for 75 percent of this class of mortalities. She listed the ten diseases which take the greatest toll, in order of the deathrates they produce, as: first heart disease, then cancer, pneumonia and influenza, cerebral hemorrhage, nephritis, tuberculosis, diabetes, diarrhea and enteritis, appendicitis and syphilis. She forecast that the first accurate picture of the needs of relief clients and the large group of "medically indigent" will be seen, upon completion of the U.S. Public Health Service survey of disabling illness and the volume of medical services now being received. Preliminary data show, she said, that:

> . . . disabling illness of persons on relief is 68 percent higher than among those in families with an annual income of $3000 or over; that the unemployed have twice the disabling illness that the employed have; the WPA workers have a disabling illness rate 40 percent above that of other employed persons; that one in every twenty heads of families on relief is unemployed because of disability, while only one in two hundred and fifty heads of families in the higher income groups is unemployed because of disability.

NEW developments and studies, changed techniques and currents of thought were reported in industrial hygiene, public health engineering, laboratory and epidemiologists sections, some of them of immediate interest, some remote from the layman's concern. Means to greater accuracy of tests and diagnoses, the constant quest for more and more scientific exactness in the interest of the public's health were objectives of these groups. Everywhere they were ferreting out conditions menacing to health, and working on means to abolish them. Bacteria in the air of New York, soot in the air of Pittsburgh, carelessness in restaurant cleanliness, new dangers in America's vacation habits, were subjects which struck home to everyone.

Health education, in theory and in practice, was much in evidence. An extensive display of health education and publicity materials was maintained by Evart G. Routzahn, chairman of the headquarters exhibit and editor of the health education section of the *Journal* of the APHA. Mr. Routzahn was given a "surprise" testimonial luncheon honoring his work in this field and, specifically, his fifteen years of service with the Association's Heath Section, of which he was the first chairman. The governing council of the APHA, in its formal resolutions, expressed its deep appreciation of his "pioneer devotion in establishing techniques of public information as an essential part of health promotion and disease prevention."

The Committee on Scientific Exhibits of the association gave six certificates of merit. Those recognized were: the Rockefeller Institute for Medical Research and the International Health Division of the Rockefeller Foundation; the Isotype exhibition technique, by Otto Neurath, president of the International Foundation for Visual Education; the exhibit on the medical and public health building at the New York World's Fair, 1939; the New York City Cancer Committee; the Union Health Department of British Columbia, Canada; and the American Medical Association's exhibit of mechanical nostrums. The coming World's Fair exhibit of medicine and public health was described by Louis I. Dublin and Homer N. Calver as the probable foundation for a permanent American Museum of Hygiene. An interesting feature of the health education section was a display of health movie "shorts," displayed hourly throughout the meeting. The presentation was made largely through the efforts of the New York State Department of Health, in charge of Vincent Grogan of the bureau of visual instruction.

Professor Abel Wolman of Johns Hopkins University was chosen by the governing council as president-elect, to take office at the 1938 meeting.

This year's meeting, shepherded by Mayor La Guardia of New York as honorary chairman, and by City Health Commissioner John L. Rice as general chairman, turned out to be the largest in the APHA'S seventy-five years of existence. But more significant than its size was the impact on press, public and the various professions of health which it appeared to make. Next year the membership, which is drawn from all over the United States, from Canada and Mexico, will gather in Kansas City again to check and forecast gains, losses and hopes for health.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

SOCIAL AGENCY BOARDS AND HOW TO SERVE ON THEM

Why and Wherefore

By CLARENCE KING

New York School of Social Work

STARTING any new movement to promote a service needed by the community but appreciated by only a minority of citizens is like starting to roll a large snowball. At the beginning the important thing is to get the snow to pack—to mold the all-important central core. Once you have cohesion at the center, once that inner ball begins to attract other particles to itself, all you need is the right slope and a sufficient expanse of snow and the ball will roll on and grow.

Every new movement from Christianity to mental hygiene began with the building of a small, enthusiastic and cohesive central group, welded together by an inspired leader. Once cohesion and momentum had been achieved, the original leader might withdraw but the movement rolled on. The board of directors in any movement should be this core of enthusiasm and vigilance. No new social invention, no broad stroke of official action, can be substituted for it.

Years ago a dentist in a New England city conceived the idea that the teeth of school children should be cleaned at municipal expense by dental hygienists especially trained for the purpose. He did not go through the slow process of organizing a dental hygiene association to promote the idea. Instead he went straight to the source of political power, the city boss. He convinced the boss of the soundness of the idea and that, "It would be good politics not to play politics with it." Dental hygiene was introduced into the schools and flourished. The system was copied in other cities here and abroad. But in a few years that boss died and without an organized, convinced group of citizens to stand behind it the movement for dental hygiene was emasculated in the city which gave it birth.

Compare this with the development of public recreation in the same city. During the war a recreation association was formed, and an influential enthusiastic board organized. At first the movement was supported by private contributions. The snowball of increasing interest rolled steadily on until the new enterprise was adopted as a function of the municipal government with the members of the unofficial board named as the official recreation commission. The depression of 1921 brought reaction. New city officials, pledged to cut expenses and regarding this new function of city government as a "frill," eliminated it from the city budget. But they had not reckoned with the board. Militant, influential, convinced of the soundness of the enterprise, it stood its ground and so stirred public sentiment that the authorities were forced to restore the appropriation. Since then public recreation has continued as a permanent function of the municipal government of that city.

There is real danger of indulging in wishful thinking and of substituting a picture of an ideal board for a realistic view of boards as they actually exist today. Truth compels us to admit that only a minority of boards, in either public or private social work, constitute a cohesive and dynamic force. This does not prove, however, that boards have been overrated as an effective administrative device. It merely indicates that these boards have not been energized into the constructive force which they can become if well organized and led.

So long as a social movement remains unofficial, the board as a necessary device for providing sponsorship is undebatable. When a movement ultimately obtains official sponsorship and is incorporated as a government department, there are differences of opinion as to the advantages of continuing the board.

Out of the long history of privately developed social work certain definite advantages of board backing stand out so clearly that they are not to be dismissed lightly by any social agency, dependent, as all of them are, on community understanding and support. It will be enough here to discuss eight of the chief uses of boards, though more will suggest themselves.

INTERPRETING THE WORK TO THE PUBLIC: A men's club was discussing around the luncheon table the philanthropies of a certain townsman. Said a manufacturer, "The community chest shouldn't solicit Brown. He takes care of six dependent families out of his own pocket." "That's right," said a merchant, "Brown does enough in his own quiet way." There were several expressions of agreement. Then a conservative lawyer spoke up. "I don't know whether Brown should be exempted or be given a good swift kick." All present were shocked into close attention to the lawyer's informed discussion of the value of skilled service in administering relief and the dangers of well meant but promiscuous philanthropy. When he had finished, there was no dissent. Where did he get his information? From the local family society where, as a member of the board, he had become convinced that philanthropy without skill may do more harm than good. By seizing an opportunity afforded by casual conversation, he had spread his own conviction among some of the most influential leaders of his community.

All the devices of formal publicity technique may be invoked by a private society or a public department that can afford them, but it is doubtful whether any of them will prove as effective in interpreting the work to the public as the informal unplanned efforts of a board and its members who are really representative of the public. Unfortunately few boards are energized to make conscious and continuous use of the influence they possess. They are unaware of its importance. In some instances a special committee on publicity and interpretation may help to keep the whole board energized in this regard, again it may be a staff member skilled in publicity, who will urge the importance of board member interpretation in season and out.

GIVING SPONSORSHIP AND PRESTIGE: One of the obvious uses of boards is to sponsor the work; to give it prestige; perhaps even to make it fashionable. This is highly important for a new movement seeking community acceptance although a following attracted only by influence is no substitute for one with real understanding. It is a fact that a movement can gain standing just because an influential

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

citizen takes the leadership of it. Thus in a medium-sized city the new community chest limped along unsuccessfully for two years. The president was a man of slight prestige, financially and socially. Important names appeared on an honorary committee but not on the board responsible for active direction of the work. To the town this indicated that the movement had not yet arrived. Then one day one of the most influential and popular men in the city agreed to accept the presidency. Almost from that day the chest was on a different footing in community esteem and thereafter was markedly successful.

The situation in that city might be illustrated by a pyramid, with the president at its apex. The position of the first president in the community was not very exalted and the pyramid of his influence therefore had a narrow base. The second president raised the apex of the pyramid of influence so high that its sides sloped out to reach nearly the entire community. Thus the organization, by the simple device of raising the apex of its leadership, immediately broadened the base of its support. An ideal board from the standpoint of prestige would include a leader from every important group in town. Thus collectively their various pyramids of influence would reach the whole community.

RAISING MONEY OR INFLUENCING APPROPRIATIONS: Raising money is not the chief reason for a board. Successful financing depends far more upon interpreting the work to the community than upon the individual gifts of board members themselves. For this reason it should not be assumed that when the work begins to be supported by tax funds a board is no longer necessary. Adequate public appropriations do not come without interpretation and public confidence. When a public welfare agency presents its financial needs to an appropriating body the weight of an influential board backing up its proposed budget frequently proves more effective than the clearest logic or the most compelling statistics. Even from the standpoint of securing private contributions, the policy of electing board members and asking nothing of them but their gifts is ineffective and shortsighted. Neither intelligent enthusiasm nor large gifts will result long from such a policy.

INTERPRETING THE COMMUNITY TO THE STAFF: Here a board is indispensable. Harold J. Laski, writing on the limitations of the expert, explains the biased point of view which results from specialization and discusses the need for someone to mediate between the expert and the general public. A board representative of the community takes up that slack for a social agency. At the same time it affords the executive a testing place for his ideas. He quickly will learn from his board whether he is proceeding faster than the community is prepared to follow. This need not mean that the board is only an inhibiting force. The board should be a step ahead of the community, fully aware of its attitudes and adroit in meeting them. Thus the president of a central labor council serving on the board of a community chest was able not only to explain the bitter opposition of organized labor to the chest but to devise ways to overcome it.

In England the British genius for democratic government is displayed in the general use of citizen committees to reflect local opinion. In the administration of non-contributory old age pensions, every community of 20,000 or more has a local committee although the entire expense is paid by the national government. These committees hear appeals from decisions of the local pension officer and have power to determine questions of fact.

CHOOSING, SUPERVISING OR REMOVING THE EXECUTIVE: One of the chief duties of a board, unless it is merely advisory, is to choose its executive officer. After his selection the board stands sponsor for the quality of his performance. If his work is not satisfactory, it is the board's responsibility to take necessary action, even to the point of removing him. The task of choosing, supervising and removing the executive will be discussed in detail later in this series.

MAKING POLICY DECISIONS: This frequently is regarded as the chief task of the board. These decisions may be as simple as choosing new office space or as difficult as determining an adequate weekly relief budget for a large family in need of special medical service. As social work becomes more complex and scientific, debate arises as to the capacity of a lay board to determine policies which require expert knowledge. If the board has a skilled staff, should not the experts make such decisions? But if these decisions are to be made by the experts what is the use of a board?

In English local administration, the position of the board or functional committee in reference to expert policy decisions is clearly established. The executive, generally a career man with special training, serves as an expert adviser while the proposed policy is under discussion. The committee takes full responsibility before the public for the decision reached, the executive accepts it and thereafter becomes the agent of the committee to carry it out. Public disapproval might force resignation of some of the committee but the executive would not be held responsible for the policy in question even though he advised it.

We have no such clear distinction in this country. When a partisan, aldermanic investigation of the Emergency Relief Bureau in New York City succeeded in making "boondoggling" seem ridiculous to the general public, it was the director of the bureau who resigned. The public hardly knew that there was an Emergency Relief Board and none of these board members felt called upon to resign though presumably they had approved the challenged policies. A sound rule would seem to be that all boards that establish policies should assume responsibility for them.

Centralization of responsibility is much simpler under the English system of local government. There the public assistance committee is composed of party representatives in the same proportion as in the city council. Thus the dominant part is at all times in control. Our effort, however, is to have administrative boards strictly non-partisan with long, overlapping terms so that no single elected city head can control them. This frequently is offered as an argument against administrative boards because responsibility can be centered neither in one executive nor in one party.

The answer is clear if we remember that on major policies neither the executive nor his board makes the final decision. In the last analysis the community, the voters or

THE SURVEY *is indebted to Harper and Brothers as well as to the author for the privilege of offering to its readers a series of four articles drawn from Mr. King's book, Social Agency Boards and How to Serve on Them, to be published by Harper early in the new year. Articles to follow this first one are: In a Changing Scene, The Necessary Executive, and Community Roots.*

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

contributors, decides because it puts up the money. The decision may be slow, but it is sure. Here the board has an expertness in appraising community temper seldom possessed by the most skilled staff. It knows how the community feels. If it is really representative it can outline, better than anyone else, the steps by which the community temper may be modified to accept new policies advised by experts.

Certain social workers make small effort to share information about complicated social work practices with their boards on the theory, it seems, that the boards, lacking professional background, "would not understand." In that critical hour which may come to any social agency when it can go forward only if influential laymen do "understand," such workers will find themselves lacking the support of those who should be their strongest backers.

STARTING NEW MOVEMENTS: The impetus to set going a new social or civic movement usually comes from a small group of people whose conviction moves them to action. Later the members of such a group may elect a board, but at the outset it generally works the other way—the original group is the board until the movement has gained enough adherents to permit a wider base of selection. An example of this is offered by a mental hygiene society formed in 1925 in a small city. It began with only seven persons who constituted themselves a board and set out to get members for the proposed society. It was more than a year before the whole membership came together in an annual meeting officially to elect a board.

Many new movements in social work started as offshoots of an established agency which sponsors the development through a committee of its own board until the new effort is strong enough to stand before the public on its own feet. Thus the movement for joint lay and professional effort for the prevention of tuberculosis received a most significant stimulus if not a chronological beginning through a special committee of the New York Charity Organization Society. The board of that established agency knew keenly the need for such an effort, some of its members were stirred deeply by it. Thus the society gave its prestige and certain of the board members their individual drive to a movement that soon grew to national proportions.

GIVING CONTINUITY TO THE WORK: "A board," says Francis McLean, "is the continuing stream of the life of a society. The board continues in the eyes of the public as trustees for the work. It is the visible sign of the community's endorsement of a project."

It is in this area of a board's service that its various other aspects of usefulness come together. Executive and staff may come and go, public opinion may fluctuate, conditions may change, but the work goes on and it is for the work itself that the board is responsible. Service, standards of performance, flexibility and growth should not be dependent on the enthusiasm, the drive or the backing of a single person. This is just as true, perhaps even more so, of a public agency as of a private. The enactment of a law may create a needed and useful welfare service, a political boss may give it his blessing, but that is no guarantee that the service will be effective or will continue to function if opposing forces get control or the boss passes out of the picture. At such a juncture it is the board, convinced and convincing, that serves as guardian of the public interest and protects the service against emasculation or even destruction.

100 Young Delinquents—and Why

By LISBETH PARROTT

WHY does not juvenile delinquency dwindle and die away, but instead continues to flourish and grow strong?

Seeking an answer to that vexing question, Jacksonville, Fla. through its Council of Social Agencies had the courage to make a searching self-analysis. At the instance of the Blue Ridge Institute for Social Work Executives, which wanted some laboratory material for a study of delinquency prevention, Jacksonville volunteered to be the guinea pig. During 1936-37 the council conducted a survey of a hundred juvenile delinquents, their families and their community setting. The efforts of a full time research staff, in consultation with the Community Chests and Councils, Inc., produced an almost photographic picture of the cases studied. But more than that—and this feature is believed to be unique among such studies—the picture of the young delinquents themselves is framed by a detailed report of the services which local social agencies have given them. Seen together, these findings portray a fairly conclusive answer to the question which launched the whole study.

The facts revealed about the boys and girls and their families involved in delinquency cases are moving enough; but the most stirring picture, to the social worker at least, is that of the lack of coordination of services and focus of program in an American city that may be regarded as fairly typical. Here we have a picture of each social agency busy at its own appointed task, going its own separate way, the right hand unaware of the left hand.

Subjects of the Jacksonville study were a hundred juvenile delinquents who had been committed to state training schools from Duval County. Starting at the end of 1936 and going backwards, this meant that all the children committed in 1936 were included, with a few committed at the close of 1935. Of the hundred, thirty-one were white boys, twenty-three white girls, and forty-six Negro boys. As there are no institutional facilities for Negro girls, none was included in the study. Most of the young delinquents were from twelve to seventeen years old, but four were under ten years. Nearly all were of native stock.

In natural endowments and economic and social privilege, the study revealed, most of the children had been woefully short-changed. Reports obtainable on the intelligence of seventy-three showed that 44 percent had I.Q.'s below 70. Only fourteen fell in the 90-100 classification regarded as average for school children. Three were "bright"—their I.Q.'s over 110. Investigators said that "even on the surface there are many indications of emotional disturbance among the children and their families which seem to call for skilled treatment in mental hygiene."

In school the children were markedly retarded, but only

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

eight had been enrolled in special classes. Fifty-three had been truants, but there were no attendance officers to find out why. A surprising bareness of recreational life was revealed. Only eighteen children had ever belonged to any of the organized programs for young people's activities. Many of their families did not know how they spent their leisure time. Mothers reported that they were usually "running around the streets."

In spite of their youthfulness, the majority of the children had been in gainful employment. (One had been giving "spiritual readings.") Health problems abounded; some had syphilis and gonorrhea, others had equally serious ailments. Nearly half had diseased tonsils.

THE Jacksonville group focussed its attention on the families and homes of the children, rather than upon the children. Nearly all the families were in serious economic straits. Fifty-nine of them were living on incomes below minimum needs, as defined in the FERA's Weekly Budget on Restricted Diet; twenty-four were living at the level of this budget; only eleven were "comfortable." In a large number of families children had been kept out of school for varying periods of time because of lack of clothing and other essentials.

Sixty-five mothers of the ninety-two about whom such information was available had been regularly employed over a long period of time, almost all at very low-paying jobs, so that it was impossible for them to hire anyone to look after the children while they were away. Interviewers for the survey often heard the remark, "This wouldn't have happened if I had been at home with the children."

Fourteen families were intact so far as both parents went but in only five was there no outward evidence of family disharmony. All the other homes were broken by desertion, divorce, death. Seven children were illegitimate.

Housing in a majority of the cases was inadequate, particularly so for most of the Negro families. Sixty-two percent of the children lived in the "underprivileged area," a section where dependency, morbidity, mortality, and delinquency rates were higher than the average for the city.

Forty-seven of the families were known to have official criminal records for one or more of their members. Researchers believed that this rate would have been higher had complete information been available. Other types of recorded misconduct throw light upon family relationships; for example, twenty-six parents had deserted their families at one time or another; thirteen fathers had been markedly cruel to their wives and children.

Many serious health problems were found among the families: twenty-eight cases of syphilis, three of gonorrhea; eleven of undernourishment and anemia; six of severe cardiac disorders; five of tuberculosis. Ten of the children's parents had been committed to institutions for the insane, and six of their brothers and sisters to institutions for mental defectives. And even at that, workers were convinced that there were other cases unreported.

Having learned something about the problems in these homes, Jacksonville next wanted to know: What chance have the social agencies had to do something abut them?

In the first place, it was learned that 88 percent of the families were known to the agencies; most of them to several. These agencies represented a variety of services: family and child welfare, health, group work, and so on.

Since it is generally agreed that an early start is important in working with a child, particularly an underprivileged child, it is interesting to note that in a large number of these cases the agencies did start early. They began work with forty-six of the families when the future delinquent was less than ten years old; yet all but thirteen of the children were over twelve when committed. In two instances, fifteen years had elapsed from the time of the family's first contact with a social agency until the child's committment; in thirty-five cases, five or more years had passed; in sixty-three, two or more.

Although the problems in these families were so numerous and so serious, they were not usually recognized by the agencies in their first year of contact. Economic need, medical problems, the obvious fact that one or both parents were not present, made up the bulk of the problems recorded in the first year's diagnosis, this in spite of the domestic difficulties, immorality, mental disease and deficiency and other such problems which seem to have existed in high degree. Where the family had contact with more than one agency during the first year, one agency frequently was unaware of problems diagnosed by another.

Delinquency is mentioned in the records of forty of these families—but since in the end there were delinquent children in all of them, it is obvious that in many cases, in spite of repeated appearances of the child in court during the time of the agency contact, delinquency was not recognized by the agency.

A GOOD many services and facilities generally regarded as important in a community are non-existent in Jacksonville or are available only to a very limited extent. Grants for relief are inadequate, being usually 25 to 50 percent of a family's budgetary need, depending on the money available. Mothers' aid cases at the time of the study were getting $5 per child per school month, and less or sometimes nothing during vacations. No assistance of this kind was available for colored children. There is no family case work agency; the need for relief was the determining factor in the opening and closing of cases. There was some foster home work, but not enough to meet the need.

Neither the agencies nor the courts have psychiatric or psycholgical services; the schools have one full time but overworked psychologist, no visiting teachers, no attendance officers. Bedside nursing, clinic and hospital facilities and medical social services fall short of the community needs. Playgrounds are far too few; there is none within walking distance of the most spotted delinquency area. Group work programs are limited by funds and facilities.

The juvenile court is recognized as one of the best in the South, but it has no authority over its probation department. There is no merit system for probation appointments, which are made by the governor. Reports to the judge usually consist of unverified face sheet data. The probation division does not clear or register its cases with the social service exchange. Probation is usually limited to routine reporting once or twice a week.

Other cities may suffer from inadequate facilities in the same degree as Jacksonville; some are undoubtedly more blessed, some even less well off. At any rate, after studying Jacksonville's self-analysis, the Blue Ridge Institute committees concluded that filling in the gaps will not be sufficient to meet the situation. Changes in organization and procedure are needed to bring about a real coordination of the specialized services into a total community plan which will not only treat problems as they arise here and there, but will be geared to detect and to prevent them.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Discovery of problems at an early stage, the Blue Ridge discussants reiterated, is just as important a part of the community program as investigation and diagnosis. In behavior problems as in public health, as the beginning of a preventive program, responsibility for discovery of cases needs to be fixed and methods of case finding worked out. In pointing out the need for early diagnosis, the committees observed that agencies often spend their time and resources in treating end results, when it would be less costly and more fruitful to find problems in their incipient stages.

Furthermore, they went on, most of these Jacksonville families need long time treatment. Cases should not be closed when relief is no longer needed and reopened when a husband is sent to prison; closed when syphilis treatment is finished with a mother, reopened when the disease appears in a child.

As more than half of the families came to the attention of an agency after the normal family relationship had been disrupted, the Blue Ridge committees observed that: "social problems become agency cases only after the situation is severe enough to have a nuisance value, causing the client to apply for service or someone to refer him to an agency. The data show that, even then, the application is for the most part in terms of obvious needs such as economic assistance, medical treatment, or care for children."

The individualized agencies, the institute concluded, need to think of themselves not as completely segregated units, but as parts of a whole community system, with dispatching, signalling and operating units. Under such a plan, the headlong flight of children into the juvenile courts and training schools, and later into the adult prisons, might be checked before it had even started to gain momentum.

Self-Help, Practical and Proved

By UDO RALL

Former director, Division of Self-Help Cooperatives, Federal Emergency Relief Administration

THE self-help program of the FERA which burgeoned so hopefully at one time is now a thing of the past. Although it averaged better results, dollar-for-dollar, than any other federal relief expenditure its significance lies less perhaps in that fact than in the evidence it offered of what the cooperative self-help technique holds for marginal and submarginal income groups. This evidence can be presented most clearly I believe by means of specific illustrations of where self-help has worked effectively and is continuing to work, through methods which could be employed in many places and under various conditions. These illustrations might be multiplied, but three will be enough. They are: low cost housing requiring no subsidy, extension of the purchasing power of old age pensioners, the spare time production of food for home consumption by low income families.

A small self-help cooperative in the little rural community of Iona, Idaho, on analyzing the needs of its member families, found that their greatest lack was adequate housing. Most of the members had part time employment or were on relief and managed somehow to get necessary food, fuel and clothing. Many of them owned small plots of cheap land acquired before the depression but since they could not hope to save enough money to build, and could pay no more than $10 or $15 a month rent, they seemed doomed to tenancy in neglected shacks.

At that time the self-help division of the state ERA had a modest revolving fund from FERA available for self-help projects and to that office the group appealed for advice and assistance in tackling their housing problem. By a cooperative procedure ultimately worked out, seventeen families so far have obtained or, in a few instances, improved their own homes.

The state office provided standard plans for basement dwellings which could be constructed almost entirely by unskilled labor. Typically these dwellings consist of a waterproof concrete floor and outer walls enclosing four rooms equipped with modest plumbing and heating facilities. The walls project several feet above ground to permit the necessary windows. The roof, flat or pitched, can be raised when the owner is ready to complete the house with a superstructure. The entire cost of materials for the house runs under $300. A report by the group briefly describes the cooperative procedure:

A man must first own a lot on which he proposes to build. He makes application to the cooperative for both the cash and the labor needed for his proposed construction or improvement, specifying in the application the repayment terms he can meet. If the application is approved by the executive committee and the state director, the applicant deeds his lot to the cooperative as security. The cooperative as a whole borrows from its own grant fund [the FERA revolving fund mentioned above] sufficient cash to purchase the necessary materials, at the same time giving to the state self-help department an agreement to pay back to the grant fund the advance which it has received according to the same terms as those specified in the agreement between the cooperative and the applicant. The labor for the construction is provided through an exchange of services by different members of the cooperative wishing to build. The contracts for repayment of the cash advances specify a monthly repayment rate, in most cases less than the cash rentals which families have been paying, and in all cases providing for paying back the entire sum in a twenty-four months' period. In this way our building fund is kept intact and can be made over a period of years to serve many families. Each builder pays back to the cooperative 10 percent more in cash than it has borrowed on his behalf, to offset necessary cash expenses of the organization. Our people are modest in their demands and in several cases have borrowed from $200 to $300 for materials to construct a basement and are living in the basement until it is paid for, hoping to procure the same assistance for the superstructure after the basement has been paid out.

The state reports that payments are being made regularly and that several families have paid off the entire loan and are ready to tackle the superstructure. As to the comfort of these dwellings under severe conditions the report of these enterprising cooperators concludes:

We are in the grip of old man winter now. We live in a real winter country in which the mercury sometimes goes out of sight. Our members who are in their warm basements want to express their gratitude to the Boise office and to all concerned in this good work for the added comfort that has come to them in these cold winter days. They say that others may

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

look down on basement dwellers, but for real warmth and comfort there are few houses in the land that can compare with a good basement house.

Here then, in essence, is a practical method that can be used to provide suburban and rural housing without subsidy, at an extremely low cash investment per home, and with little danger of financial loss. It can be applied to thousands of submarginal families, even if they do not own building lots, by buying up cheap tracts and subdividing them, adding the cost to the individual construction loan.

It is true that this plan offers only a minor attack on a major national problem and that its application is limited further by its dependence on the willingness and ability of the cooperators to contribute their labor without cash compensation. However, the new half-billion dollar housing act, expected to provide for no more than 150,000 families, is likewise a drop in the bucket leaving plenty of room for other approaches to the problem.

Under the Iona cooperative method the cash investment per room is not $1250 nor even $1000, but from one tenth to one fifth of that amount, and the amortization period, without working undue hardship on the borrower, would more likely average five than twenty years. In twenty years, therefore, a given amount of loan funds can be expected to provide at least twenty times as much housing under this plan as under the federal housing act. And by what other plan can people on relief or part time employment expect to get any decent housing at all, except with heavy governmental subsidies?

There is no federal agency at present ready to put such a common sense plan into operation. It is not even possible to obtain federal loans for such housing projects, as the director of the Idaho Self-Help Cooperatives discovered when trying to extend this plan to other communities.

WE now come to the second example, the purchasing power of old people who, under the security program, are receiving monthly assistance of $30 or less. Admittedly it is difficult for those without other resources and with no family attachments to get along on such a small income. Here the experience of college student groups operating rooming and boarding houses on a self-help cooperative basis holds a lesson. I am not referring to fraternity or sorority houses but to the spontaneously organized efforts of impecunious students particularly at a few western universities. Why should not the same technique work with recipients of old age assistance?

Admitted that old folk are less active and enterprising than young college people, they can, on the other hand, devote their full time to the enterprise of managing their own rooming and boarding houses and in addition can engage in varied supplementary activities of their own selection, such as gardening and canning for home use, dressmaking, and possibly even the production of saleable handcraft articles requiring more patience than dexterity.

With a regular though small monthly income, it becomes possible for unattached old people to get together in groups of six or more, to organize their own rooming and boarding house on a cooperative basis, to divide the lighter housework among themselves equitably and to hire someone for the heavier work. Living together in one house, they will have better opportunities for recreation, companionship and nursing care in case of illness. Members who do not fit in for one reason or another can withdraw (or be made to do so) on short notice, and will be no worse off than before joining the group. The fact that the arrangement is voluntary and that the regulations are of the residents' own making will tend to minimize dissatisfaction and irritation.

The first practical demonstration of this idea has been made in the state of Washington, where a group of about fifty old men organized to take over a dilapidated rooming house belonging to a lumber company. Instead of paying rent, the group agreed to recondition the building and to keep it in repair. As a further outlet for the members' energy the group obtained the use of a small tract of land nearby, on which to grow their own vegetables. The rent-free house was a windfall that cannot be counted on ordinarily, although the scheme of repairing houses in lieu of rent has been utilized often by self-help cooperatives.

BY and large, it must be assumed that the old age pensioners lack the imagination, experience, and initiative to undertake such a cooperative venture without prompting and guidance from the outside. Unfortunately, state welfare agencies are usually hesitant to initiate or sponsor activities for which they have no direct legislative mandate. It happens that in the state of Washington self-help cooperatives have thrived for some time with state sanction and encouragement. Therefore this further extension of the self-help technique seemed quite proper to the state social security officials with whom I discussed the possibility more than a year ago. But for this plan to have a wide extension would require the endorsement and active encouragement of the federal social security officials. With such backing and the right kind of advisory service, thousands of needy old men and women, at no extra cost to state or federal governments, would be enabled to stretch their allowances to obtain comforts impossible to any one of them going it alone.

A third significant application of the cooperative self-help technique has been made in the field of truck gardening for home use. The early years of the depression saw many garden programs carried on by relief agencies with much enthusiasm and often disappointing results. In time most of them were dropped as too costly. But in St. Louis the program has been transformed, on a somewhat reduced scale, into a self-governing, self-sustaining enterprise that does not cost the taxpayers a cent. Credit for this transformation belongs primarily to the former state supervisor of the garden program who guided its reorganization.

The St. Louis Cooperative Garden Association took over from the relief garden program several suburban tracts that were fenced in and had a temporary network of water lines for irrigation. Each tract has a garden supervisor, paid by the association which is supported by small membership fees and by the annual rental charge of $3 for a 30 x 50 foot garden plot. Except for the free use of the land, it receives no subsidy from any source. The rental of a plot includes free use of water and expert advice as and when desired. Seeds are purchased wholesale by the association and retailed to the members at cost. As in all real cooperatives, the board of directors is elected by and from the members, and the membership has a controlling voice in determining policies and major expenditures.

The number of plots a member may rent is limited but he is free to grow whatever he pleases and as many crops as he may be able to coax out of the soil in a season. He is the sole owner of whatever he and his family produce. Returns on single plots average well over $50 per season, reckoned by the prices of the green-grocer around the cor-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ner. A seasoned amateur gardener knows how to double or triple this yield. This accounts for the fact that, despite the cash fees and rental charges, the association in its second year had grown to a membership of more than three hundred. It should be noted that the membership consists largely of relief clients, factory workers and other persons of small income. Members are not recruited. The gardens themselves and the fruits thereof are their own advertisement. This year the demand for plots was so great that new acreage was added.

This group was fortunate in starting out with ready-to-use garden tracts. To duplicate this plan elsewhere an initial loan from private or public sources might be necessary as well as organizational and technical advice at least for a limited period. But private assistance of the right sort is difficult to obtain in most communities, and there is at present no governmental agency to sponsor a cooperative garden program. Yet, without such sponsorship there is little hope that people who might be eager to use this means of adding to inadequate incomes will be able to do so.

It is well to remember that cooperative self-help in the fields discussed, and in many other activities to which the technique might be applied, cannot be expected to take the place of large scale governmental programs of an ameliorative nature. The cooperative process, based on voluntary participation and on the willingness of the participants to coordinate their individual efforts and to join their individual resources for mutual benefit, can be applied, to begin with, only by relatively small groups. Its growth depends on the gradual education of the people, around a periphery of slowly expanding circles, to an appreciation of enlightened self-interest and democratic functioning.

Nevertheless, there are grave and sound reasons why the federal government should undertake to offer competent advisory service and possibly even limited financial assistance to groups of underprivileged citizens who are willing to apply the cooperative self-help technique to specific economic problems with which they are individually unable to cope to their satisfaction. However modest the results may be in the beginning, their effect in each instance will be either a creation of new material values or at least an extension of purchasing power for more or less submarginal incomes. In either case it will mean economic benefits for those in need of them, through their own efforts and at a negligible cost to the government, for it would require no elaborate administrative machinery and little or no subsidy.

But aside from the material aspects there are other benefits to be gained. Active participation in a voluntary, democratic enterprise calling for the exercise of the very qualities essential to good intelligent citizenship in a democratic nation will be a means of regeneration for the participants, restoring to them a healthy sense of self-confidence and a belief in their usefulness to society.

Here is an effective technique, demonstrated as practical in method and application, that encourages individual initiative and voluntary effort toward economic betterment. It does not "put government into business" since by its very nature it precludes government operation. To whatever extent it is used, it will decrease rather than increase dependence on governmental hand-outs.

Farmers on Relief

By IRVING LORGE

Teachers College, Columbia University

IN becoming accustomed, as we have of late years, to line graphs representing unemployment of workers, decline in wages and in purchasing power, number of industrial failures, foreclosure of farms and hundreds of equally depressing indices, we have become inured to the human tragedies they chart. The descending curves from 1928 through 1935 depict more than an abridgement of physical and economic values. Huddled on the sheer slopes of these graphs were human beings—men and women and children—without jobs, resources or hope, people whose deprivations were aggravated by the hostile natural triumvirate of drought, dust and flood.

Of all the federal alphabetic agencies designed to spell restoration and recovery, none was more certainly directed to save human resources than were the Federal Emergency Relief Administration and its successors, and none affected more individuals as individuals. In the beginning the attempts at rescue were haphazard, often providing straws instead of buoys. The history of the emergence of plans for human reclamation is gradually being recorded in a series of research monographs of the division of social research of the Works Progress Administration. The eighth study, Farmers on Relief and Rehabilitation, records the operation of the rural relief and rehabilitation program.

In this study, Berta Asch and A. R. Mangus show that "farm families that received public assistance under various federal relief programs were only in part victims of the depression." More than a million farmer and farm laborer families needed and received relief grants or rehabilitation advances under federal programs. Taking a sample of 138 agricultural counties as of June 1935 as representative of the nine agricultural areas in which farm relief problems bulked largest, the monograph surveys the extent and causes of farm distress, relief and rehabilitation programs, types and amounts of relief, social characteristics of relief recipients, employment in relation to the land, factors in production, and programs of reconstruction.

The June 1935 farm relief load varied widely among states. In New Mexico, the Dakotas, Oklahoma, and Colorado the incidence of relief and rehabilitation included more than a fifth of all farmers; and in Kentucky, Florida, Idaho, Montana, Minnesota, Pennsylvania, Arkansas, South Carolina and Wyoming more than 10 percent of all farmers received such aid. These fourteen states contained only one fourth of all the farms in the United States in June 1935, and yet contained over half of all farmers receiving relief and rehabilitation aid. Look at the distribution of these states on a map, and you will see the effects of drought, dust and floods in 1934. If there are gaps in the succession of the states, if some states have heavier relief loads than others under the same unfavorable conditions, it must be remembered that relief programs varied from state to state. The monograph points out that relief policy was more liberal in some states than in others depending upon administration, standards of living, prevailing crop and employment status. Variation in relief load does not

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

correlate highly with relief need. This single point should be a first guidepost to a planned program for the conservation of human resources.

Most of the employed as well as the unemployed heads of farm families on relief rolls received work relief rather than direct relief in June 1935, a fact which shows that many of them were normally full time farmers forced to seek aid because of drought, dust or flood or were part time farmers whose auxiliary sources of income were wiped out by the depression.

THE amount of relief in June 1935 averaged $13 for farm owners, $12 for farm laborers and tenants, and $9 for croppers. Negroes in agricultural groups received smaller relief grants than whites. Farmers on rehabilitation received advances averaging $189 which varied from $31 in the spring wheat area to $416 for the whites in the western cotton area.

The farmers receiving this relief, the authors indicate, did not differ markedly in age from all farmers in the United States. The trend of relief from February to June 1935, however, shows that younger farmers and younger farm laborers left relief rolls more rapidly than older recipients. The average age of farm owners was 46.5; of farm tenants, 37.9; and of farm laborers, 36.1 years. Unfortunately, the authors did not average their data to show the age distribution of the other members of the households. For, if they had, it would have been shown that there were more persons under ten, and from ten to fourteen years of age in the rural farm relief population than in the total rural farm populations in 1930. An independent study shows in this relief population a ratio of 1858 children under ten years per thousand women aged twenty to forty-five years, as contrasted with 1604 in the total rural farm population in 1930.

The size of the household was probably greater than the figures reported since many households with only one worker were found frequently in the lower socio-economic group of farm laborer. Non-family men were relatively more frequent in the lake states cut-over area, and non-family women in the eastern cotton belt. To some extent these non-family households show the extent of migration of farmers and farm laborers during drought and depression years. The migratory trend is as much an effect as it is a cause of the need for relief.

About three fourths of the heads of farm households on relief were farmers by usual occupation, the rest were farm laborers. Tenants other than sharecroppers constituted more than half of farm operators on relief, owners about a third, sharecroppers about an eighth. In general, the situation of croppers was more precarious than for other farm operators, for sharecroppers were not able to remain on the land to the same degree as owners. While farmers and farm laborers were leaving the open country, non-agricultural workers were moving to the marginal farms. Part of the relief load was composed of workers trying to farm poor soil which could not support them.

The greater economic resources of owners and tenants, as compared with those of sharecroppers and laborers, were reflected in the length of time elapsing between the loss of their tenure and the time of their appearance as relief recipients. Displaced laborers received relief three months after loss of their usual employment; sharecroppers after five; tenants after seven; and owners after thirteen.

Farm operators on relief operated smaller acreages than all farm operators reported by the 1935 agricultural census. The small acreages show that relief recipients included a larger proportion of chronic or marginal cases. This marginality was further indicated by the lack of livestock and poultry necessary for self-support. The great majority of these relief farm operators reported more than ten years of farm experience. Of course, experience does not indicate expertness.

As a matter of fact, it is probable that the more expert farmers in need of relief were placed on rehabilitation rolls. Rehabilitation farmers came largely from open country areas, where, in general, they operated larger farms than relief operators. An indication of a greater expertness as contrasted with experience is evidenced in the fact that the proportion of farm laborers among rehabilitation clients was smaller than among relief families.

These facts, showing the type of relief and rehabilitation recipients, lead up to Prof. T. J. Woofter's excellent chapter on Programs of Reconstruction in which he reviews the need for reconstruction of American agriculture in terms of human values as well as of natural resources. He suggests reform of the tenant system, arrest of the increase of tenancy, the need for rural rehabilitation loans, guided migration and cooperative farming, especially for small farms. He points out that measures for agricultural reform cannot be expected to yield immediate results.

It must be kept in mind that the monograph deals only with farmer operators on relief or on rehabilitation. Important as is the situation of relief farm operators, the group constitutes only 42 percent of all heads of rural families on relief in June 1935. The other rural relief recipients do not live on farms; they live *off* them. The situation of the rural non-agricultural relief recipients is inseparably tied up with the success of the farmers. The recovery of the farmers must be related to the restoration of the agricultural service area.

IF one were to cavil at any aspect of the study, it would not be with what is in it, but with what is left out. Too much emphasis seems laid on the farm operator household head, not enough upon the family for which he is the breadwinner. The factors causing a farm operator to go on relief also affect his family, especially his younger children. When one considers the average age of the relief and rehabilitation farm operators, it becomes evident that immediately after the world war, they were in the twenty to thirty age group. In 1920, when demand for labor, as well as wages, was at a peak, many of them sought immediate cash income instead of planning for the future. The resulting lack of economic security, the meanings in relief and the lack of realistic education should be weighed for relief children as well as for relief heads.

Berta Asch, A. R. Mangus, and T. J. Woofter have produced a very significant contribution to an already significant series of social research documents. The appendix on Methodology of Rural Current Change Studies gives the basis for the careful sampling procedure used in the collection of the data. The glossary giving special meanings for terms used will do much to dispel misinterpretation.

As Professor Woofter points out, "The administration has been groping through an unprecedented situation without an adequate chart or compass." The monograph is, in a sense, both chart and compass for the future—a future in which it is hoped that intelligent planning will prevent another toboggan of the social-economic charts and graphs.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

The Common Welfare

Teeth of the Law

CRIMINAL penalties have been invoked for the first time to protect the rights of labor under the Wagner labor relations act. A federal grand jury last month brought indictments against twenty-two Kentucky coal mine companies, twenty-four coal company executives, and twenty-three deputy sheriffs and former deputy sheriffs. Following revelations before the Senate Civil Liberties Committee last spring, indictments were sought by the Department of Justice. It acted under an old statute of the reconstruction period, making it a crime for two or more persons to conspire to deprive citizens of civil rights guaranteed them by the Constitution and the laws of the country.

Specifically, the indictments charge that the collective bargaining rights of employes of the coal companies were violated by a conspiracy over a period from July 5, 1935 to the present. The Harlan County Coal Operators Association is alleged to have been organized for the purpose of intimidating miners to prevent their forming unions. The alleged conspiracy included hiring "thugs and gunmen" to threaten, beat and kill employes, imprisonment of union members on false charges, breaking up of union meetings, dismissal of employes for union activity. Finally, the conspiracy, it is charged, included an arrangement under which law enforcement officers carried out the directions of the association to intimidate, injure and kill union organizers who attempted to enter the county.

The indictments are based on the story unfolded before the La Follette Committee by reluctant witnesses who, some of them afraid for their own lives, testified to the activities of mine guards and deputy sheriffs, dominated by the association and by the sheriff who was himself a coal operator in Harlan County.

Instead of a Canal

ON the abandoned site of the Florida Ship Canal, the University of Florida last year developed one of the most interesting adult education centers in the country. Camp Roosevelt, constructed to house War Department engineers assigned to the canal project, includes administration buildings, seventy-eight well equipped cottages, two dormitories, a cafeteria, machine, electrical and carpenter shops, its own water, sewage and telephone systems. With a small initial WPA grant, the extension division of the University of Florida under the leadership of Dean Bert C. Riley took over the plant. The only entrance requirements set were willingness to work and readiness to pass on information and training received. A fee of one dollar a day covered room, board, instruction, books, laboratory supplies. In its first nine months the school enrolled 4206 students who attended sixty-nine courses and twenty-two conferences. The program was planned in one to four weeks' courses, aimed to serve directly the needs of the people of Florida. Much of the interest was found to center on vocational training and handicrafts. Among the professional courses was an interdenominational program for ministers. An intensive course for CCC supervisors covered soil conservation, lumbering, first aid, simple furniture making. Organized labor groups supplied a majority of the student body. Rural teachers came to learn homemaking and handicrafts to pass on to the families of their pupils. In May, police officers from one hundred Florida communities attended a specialized course, with crime experts from New York and Chicago among the instructors. The school is continuing this year, with increasing numbers clamoring for courses.

Boston and Birth Control

THE Birth Control League of Massachusetts does not propose to take lying down the action of the Boston municipal court in fining two of its officers for "distributing written information as to where contraceptive advice may be obtained." It has appealed the cases and will if necessary carry them to the highest courts. Meantime the American Birth Control League and its twenty-four state affiliates are raising a defense fund to aid the Massachusetts league.

The Massachusetts trouble began in late summer when the Boston office of the league was raided. Police seized a supply of pamphlets entitled To the Welfare Worker of Massachusetts which gave the addresses of the league's seven offices to which social workers might refer clients needing contraceptive advice for reasons of health. Previous raids had been made in Salem and Brookline. The Boston raid was followed by the arrest of Mrs. Leslie D. Hawksworth, president of the Massachusetts league, and Mrs. Caroline Carter Davis, its educational director. Brought into court early in October they were fined $200 each. The seven birth control centers in the state, some of which have been functioning for five years, have been closed.

At a meeting of the directors of the American Birth Control League where the Massachusetts situation was discussed, it was reported that 350 medically directed birth control clinics are now functioning in forty-one states and the District of Columbia, 110 of them in hospitals and in city and county health departments. New York City has twenty-four, twelve of them located in settlement houses.

What of the Children?

WHEN Congress passed the law which to all practical purposes bars aliens from WPA employment, those who believe that America is for Americans only must have rubbed their hands with satisfaction. The law makes aliens eligible for WPA who have declared their intention to become citizens, but since full citizens are given preference, and since there are not enough jobs anyway, the declarant has a slim chance, if any. But that thousands of the disbarred are the sole support of American-born wives and children is something that seems to have been overlooked. A few figures are enlightening. According to a sample study of the U.S. Immigration and Naturalization Service 90.7 percent of the minor children of nearly 4000 male declarants were born in this country. Again the records of the New York Emergency Relief Bureau show that on a certain date last year 11,066 declarants and 25,093 alien clients had respectively 18,240 and 33,261 American-born children.

In a recent article in the *Baltimore Sun* reporting the removal from the Maryland relief rolls of 156 alien heads

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

of families (134 living in Baltimore) it was stated that "although the Department of Public Welfare does not make citizenship a requirement, the strictness of present relief policies makes it unlikely that many could receive city aid." Who, it well may be asked, is responsible for the American children of these families who, whatever their necessities, must live in a sort of no-man's relief land?

Lesson and Answer

GOVERNOR Stanford of Arizona has announced that he will not seek reelection. Job seekers so have hounded his official and personal life that only by ridding himself of the political obligations implied in another candidacy can he function at all. For the remainder of his term he proposes, he says, to be a free lance executive with no reelection axe to grind.

Startled at such a break with orthodox political practice certain newspapers of the state are facing the facts of life. Says a Phoenix editor:

> The growth of the state, increasing necessity for proven technical ability as contrasted with political ability, requires now that this spoils system be abolished . . . civil service is the only answer. . . . While it is not a panacea, the very fact that it requires examinations eliminates at once a horde of incompetents . . . and it does bring to an end the continual turnover in state positions which is now so disgusting to the public and discouraging to faithful public servants. Civil service for state positions has now become a necessity.

In contrast to Arizona's beset executive let us turn to the experience of New York State, where, under the reorganization of the Department of Social Welfare, incident to the transfer of the Temporary Emergency Relief Administration, upwards of 700 new jobs were created, some of them with the proportions of plums. Has New York's chief executive been hounded by "a horde of incompetents" backed by the pressure of the patronage system? He has not. Every one of the jobs from executive director of public assistance at $7000 a year down to assistant account clerk at $1200 is under civil service. Neither the governor nor "the good of the party" has anything to do with filling them. The good of the service is the only measure. Specifications for the jobs and the minimum qualifications for candidates were drawn up by the professional staff of the Department of Social Welfare. The Department of Civil Service advertised and will conduct the examinations and rate the results. Incidentally the required qualifications of education, training and experience would shiver the timbers of the old-line politicians in Governor Stanford's state. Just possibly they make some of those in Governor Lehman's quiver a little.

Civil service is no panacea for personnel ills but up to now, as New York knows and as Arizona is discovering, it is the best answer we have.

Felix Warburg

"FELIX WARBURG is dead." The words, passing rapidly from telephone to telephone on an October morning brought a sense of personal loss to people in every walk of New York life, and presently into circles that spread far and wide in this country and abroad.

Of a distinguished Hamburg family, devotion to education, music and art was part of Felix Warburg's heritage. With it was coupled a profound personal sense of the obligation of wealth. It is impossible to mention here the many areas of social, educational and artistic endeavor through which this sense of stewardship was channeled. It pervaded his whole career, and expressed itself not only in gifts of money but, even more notably, in participation—in giving to the causes which engaged not only his sympathy, his loyalty and his social intelligence but also those qualities of insight, lucidity and acumen which made him a statesman in banking and business. His interest, once engaged, was dynamic and purposeful, never perfunctory. Because of it the conditions of life of many thousands of humble people—the sick, the aged, the blind—were touched and changed.

Of late years the problems of the Jews in Europe and Palestine made heavy claims on his sympathy and energy. He was alert to the immediate necessities of distraught men, women and children, but undaunted by cruelty and injustice, he drove his influence steadily toward the goal of interracial and international understanding and cooperation. The long view and the near were both clear to him.

The term philanthropist has been somewhat easily applied of late in American life. But for Felix Warburg one may turn back to its true meaning, "a lover of mankind, a benevolent friend of men, one devoted to human welfare."

"Major" Murphy

THAT was the title by which social workers knew him in the World War where he served as the first commissioner to Europe of the American Red Cross. He was vice-president of the Guaranty Trust Company at the time; a leading broker in the years since until his death in October. A graduate of West Point, before the close of the war he served at the front with the Rainbow Division and as chief of the American aviation units in England. But in those first crucial months before American troops were on French soil in numbers, it was he who laid down the framework for American participation in terms of rapidly expanded work for refugees, repatries and the stricken villages of the war zone, of hospital, nursing and social services. It may have been that an army officer and a financier were not essential to their projection. The point was that as a man Grayson M.-P. Murphy made the grade—with insight, initiative and poise. One of his business specialties had been that of rehabilitating industrial and public service corporations that were at loose ends. That perhaps gave him his clue in the telling way in which, when the Austrian army broke through at the north, he threw an emergency Red Cross staff into Italy which carried on from the Piave line to Sicily until a permanent commission could take over.

And So On

ON the "must" list for consideration by the special session of Congress, convening this month, are the proposals for the rearrangement of federal executive agencies in line with the recommendations of the President's Committee on Administrative Management. [See *Survey Graphic,* March 1937, page 126.] With as yet no serious opposition, and with House and Senate proposals in substantial agreement, as they are said to be, there is hope for at least first steps toward more efficient administration of "everybody's business." • • The U. S. Supreme Court has refused to review the case of Haywood Patterson, one of the Scottsboro Negroes, now under sentence to serve seventy-five years in prison. [See *The Survey,* September, page 225.] His attorneys held that he was twice deprived of the constitutional guarantee of "due process": in the course of his trial in the Alabama courts.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

The Social Front

Compensation

THE census of unemployment will seek answers to fourteen questions, asked on blanks which the post office department will distribute to 31 million families between November 16 and 20. The questions are to be answered only by those who are able and willing to work and who are, at the time of the census, unemployed or partially unemployed. One group of questions refers to the employment status of the person making the return, a second group to members of his family. The recipient of the blank is directed to return it before midnight November 20.

Coverage and Contributions—Social Security Board estimates indicate that the volume of employment covered by approved state compensation laws increased more than three-fold within the fiscal year ending June 30, 1937. In June 1936, some 6 million workers were employed in jobs covered by the approved laws of ten states and the District of Columbia. A year later, 46 states, the District of Columbia, Alaska and Hawaii had approved laws covering almost 19 million workers. Since that time, approval of the Illinois and Missouri laws has brought the estimated number of workers covered to almost 21 million.

As of September 15, the unemployment trust fund amounted to $448,482,983.22. This represented deposits and earnings of 42 states and the District of Columbia. Interest on state deposits amounted to $2,828,983.86. The largest depositor was New York, with a balance of over $73 million, followed by Pennsylvania with more than $53 million, and California with almost $48 million.

Administration—Payment of unemployment compensation benefits in twenty-two states is scheduled to begin January 1. Under the provision of the social security act which makes federal grants available to the states for the administration of unemployment compensation, the board is making allotments for the expansion of state employment services. All but two of the states which will shortly begin to pay benefits had received initial allotments for this purpose by October 1. . . . The board has developed material designed to assist the states in setting up benefit payment procedures. Its committee on these procedures has already distributed to the states a memorandum which attempts to define all the steps involved in the simplest benefit payment scheme. This covers the moves which must be made by worker, employer, state administrative office, local employment office. A second memorandum, dealing with payment of benefits for partial unemployment, will be issued shortly.

The chairman of the Florida Industrial Commission announces the adoption of five regulations for the administration of the unemployment compensation law: contributions are due and payable monthly, not later than the twenty-fifth of each month; each employing unit must make such reports as are prescribed by the commission; accurate payroll records must be kept; selection of personnel is placed on a merit basis.

In Arkansas suits will soon be filed against those employers who "deliberately ignore" the state unemployment compensation law by failing to pay the taxes due under the measure, according to an announcement by W. A. Rooksbery, director of the unemployment compensation division of the State Department of Labor.

Conference—Organization of state administrative machinery, particularly as related to benefit payments, was a major topic of discussion at the Interstate Conference of Unemployment Compensation Administrators, which held its eighth national conference in Washington last month. State administrators—from all parts of the country, members of the Social Security Board and of its Bureau of Unemployment Compensation, and of the U.S. Employment Service participate in these "working conferences," which serve as centers of discussion of common problems, and clearing houses of experience. . . . An experimental employers' conference on social security problems was held in Pittsburgh, October 14, in an attempt to clear up puzzling aspects of employers' duties under the social security act. The machinery of wage records, and unemployment compensation in relation to reemployment were among the topics discussed.

Merit Systems—Ten states having a civil service system already in operation—Arkansas, California, Colorado, Connecticut, Illinois, Massachusetts, New Jersey, New York, Ohio, Wisconsin—have brought unemployment compensation personnel within the existing system, and are recruiting new employes through its regular channels. In all but five of the remaining states, the unemployment compensation law contains provisions giving the administrative agency responsibility for developing personnel standards. In nineteen states the law definitely provides for holding examinations and choosing personnel on a merit basis. Twenty-nine states prohibit the employment of persons serving as officers or committee members of a political party organization. The Bureau of Unemployment Compensation of the Social Security Board has issued a manual of specifications for positions in a state agency.

Research—The Social Security Board has issued to the states its requirements for statistical reporting on coverage, contributions and benefits. The benefits data will show the number of claims and their dispositions; the dates on which claims are paid; the lapse of time between claim and payment. . . . The Bureau of Research and Statistics is working on a study of merit rating in connection with employers' contributions. It will include an analysis of merit-rating provisions of state laws, the problems that arise under them, some conclusions intended to aid in their administration. . . . The bureau is also studying British decisions in disputed claims for benefits, to determine their possible applicability to American experience. . . . A study of South Carolina wages, made by the director of research and statistics of the state unemployment commission, showed that thousands of South Carolina workers receive less than $15 a week, and that two thirds of those covered by the law probably receive less than $20 a week. The study was based on the records of 8095 employes representing different industries and areas in South Carolina.

WPA—Relief

THE dropping of a million workers from WPA rolls has been for some weeks an accomplished fact; but the extent of its reverberations is only beginning to appear. Coming in late September and October, widespread reports of swollen local relief loads as a result of WPA's reduced burden apparently indicate an interim of self-maintenance, now reaching an end. A hit-or-miss sampling over a two weeks' period of early fall showed news headlines in New York, Indiana, Pennsylvania, New Jersey, Wisconsin, California, on the general theme "relief load rises as WPA curtails." In New York City, at last reports, 20,000 of those laid off WPA since last July 1 have been found eligible for home relief, thus increasing the city relief bureau's operating costs by a monthly item of $925,000.

"WPA must go on," said Aubrey Williams in a recent speech. "The government . . . will have to see to it those who want work and need work can have it." But his statement is considerably delimited by official reminders that, for the

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

period ending next June 30, WPA must be kept down to an average of 1,650,000 of those persons who want and need to work. At present WPA is about 200,000 under that average, to allow for some expansion during the winter season of greatest need. Those workers now retained on WPA are nearly "simon pure" needy, 97 percent having been certified as in need of relief.

An unfortunate concomitant of rising demands for local relief is this year's apparent advance in the season for depleted and even exhausted resources. After study by Governor Horner and a citizen's committee, Chicago is still convinced that the only solution of the city's relief problem is reemployment in private industry. A reexamination of relief rolls has been ordered "as a means of prodding employables to finding work in private industry, and reducing expenditures." Cincinnati, through a citizen group, is attempting to meet its problem by an intensive drive to get jobs for those long unemployed. Arizona finds itself in a plight for relief funds which, it now appears, is likely to result in declaration of an emergency, by the governor, in order to release general state funds for relief uses. Denver, Colo., since December 1936 paying relief clients only 60 percent of their budgets, in August was able to pay only 40 percent. Also, relief now is refused in Denver to families, no matter how large, if the total income from any source exceeds $55 monthly. Although New York City relief rolls have decreased by 14.8 percent since the March 1936 peak, the city faces a two-year high in its next quarterly budget for relief, due largely to increase in living costs.

The shouting headlines of recent weeks would appear to be logical, if accelerated, sequellae of the sober statistics now available for summer months. The last Social Security Board bulletin on general urban relief costs shows a "slight upward trend" for August as compared with July; the National Industrial Conference Board reported an increase of nearly 150,000 unemployed in August over July.

Meanwhile, President Roosevelt's most recent public reference to relief foreshadowed lessening of federal participation in relief costs and called for local resources, public and private, to take over more and more responsibility for support of the needy and unemployed.

Toward Jobs—In New York City, a first trial has been made of a system of grading WPA workers according to their productivity, allowing wage increases to those with the best output, and demoting those lacking skill. This experiment, applied to a sewing project, was explained by Col. Brehon B. Somervell, local WPA administrator, as helping to "equip project employes for outside jobs." He also reported that most unions in this field,

American Red Cross, 1937 Roll Call

which is largely closed shop, had agreed to accept WPA workers who demonstrated sufficient ability.

A special project to train home relief clients for jobs, at which they may become self-sustaining, now enlists nearly four hundred young men and women under the aegis of the New York City WPA's adult education project. The emergency relief bureau selects the "students," the WPA gives them special courses, mostly in commercial subjects, and upon completion of their work the state employment service will aid them in finding jobs. A favorite course in "business machines" trains pupils to operate adding machines, calculators and such mechanical office devices.

The project is experimental, in the hope that by investing in job education, the city may be able to save a much greater sum in relief funds.

WPA Pluses—The WPA, countrywide, is engaged in a diversity of projects for the blind. Outstanding is a class in creative writing for the blind in Berkeley, Calif., members of which have produced articles, plays, chapters of books. In another class Braille shorthand is taught. Some blind students have attained a proficiency to match that of a sighted person in commercial shorthand. In Georgia, daily and weekly Braille news sheets are distributed to a list of more than five hundred readers. A recent innovation was the printing of pin-point photographs of persons prominent in the news. The supply of Braille literature constantly is being enlarged through WPA efforts. Braille maps made by a Boston WPA project and the Perkins Institution have been distributed to blind schools.

One of the most ambitious projects is the making and wide distribution of "talking book" machines, so that standard size books may be available on records to blind persons who cannot read Braille. A single WPA project in New York City has produced more than 15,000 machines which have been distributed widely through the states and even sent to foreign countries. The leper colony at Molokai, Hawaii, and the Leper Home of the U. S. Public Health Service in Carville, La., have been supplied.

More than 3,300,000 New York City school children have been given safety instruction through a WPA teaching project. Poster talks, stereopticon slides, motion pictures and class instruction have been used to impress on these children, surrounded by hazards, the importance of safety habits.

Another New York City project is the Parents' and Children's Clinics, where domestic problems of troubled families are brought for counsel. The WPA education unit of the city board of education maintains the clinics.

During the past summer, according to WPA Administrator Harry Hopkins, the American public used $500 million of WPA-built recreational facilities, including swimming pools, bathing beaches, parks and playgrounds, athletic fields and recreational and social buildings.

An estimated 100,000 children in New York City will receive hot free lunches each day, and 66,000 more a daily half pint of milk, from the efforts of the New York City WPA project for child nutrition, sponsored by the Board of Education. To qualify for free meals, the children must have parents on home relief or working for WPA. About 2500 workers on this project are paid $13.96 weekly. They must have passed a rigid physical examination.

New York's recreation center for the adult physically handicapped, now in its third season, was the first such center in the United States to provide a program of arts, crafts, social and physical recreation for orthopedically handicapped adults. Membership, which started with fifty, now has reached six hundred.

WPA Safety—Safety measures of the WPA have resulted in an injury and fatality rate far below normal expectancy, according to a two-year report to June 1937. The 1935 Department of Labor estimates, based on injury expectancy tables, predicted 2700 fatalities and 454,000 lost time injuries under the WPA program during a period of twelve months. Actually, there were only 814 fatal accidents and 95,000 disabling injuries during the five and one third billion man-hours worked by WPA employes during the two years reported.

The WPA has carried on an intensive and continuous safety campaign with particular emphasis on training foremen, abundant provision of safety devices and frequent inspection of projects and equip-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ment. State and district safety staffs are held responsible for the safety of workers.

Will Not Down—Self-help organizations no longer seem to be the white hope of relief agencies, but that they will not down and that they show results for some people is indicated by a recent report from the California SRA. During the last month for which data are available, fifty-six operating self-help units in the state had a membership of 1192 persons of whom 642 were receiving assistance from some other source, chiefly WPA employment. Fifty-two units reported that their 1175 members received, in June, $18,554 in cash and commodities "from surplus created by the excess value of production excluding labor." The average received per member on this basis was $15.79. It should be added however that thirteen of the self-help units yielded less than $10 a month average to their 529 members; twenty-three yielded between $10 and $20 to 416 members and six yielded between $20 and $30 to 120 members. One unit yielded between $90 and $100, but it had only four members.

Broken Homes—The Detroit Department of Public Welfare, analyzing its case load at the end of last year, found, among many other things, that of 16,521 families on relief 7369 or 44.6 percent had no man in the family, and 1680 or 10.2 percent had no woman.

How Employable?—Almost 78 percent of the skilled workers on WPA made grades of passable or better and only 9 percent rated as definitely inferior, in an efficiency study by WPA of workers on projects in seven cities. According to the findings recorded in A Report on Progress of The Works Program, 1937, "Analysis of the data secured indicates that skilled workers employed on WPA projects are generally of high caliber." Of the total studied, 95 percent had been taken from relief rolls. Brick and stone masons, carpenters and painters were major groups studied. The international unions of these crafts cooperated in the study. Ratings were made independently by a WPA engineer and a representative of the unions, and findings correlated.

Work, or Else—Harvest time in California brought an order from Governor Frank F. Merriam that capable SRA clients must accept proffered agricultural work or be taken off relief rolls. This action, according to the press, followed a statement issuing from the State Employment Service to the effect that it had been unable to get needed labor off relief rolls and into the harvest fields. In an Illinois town, relief clients were directed to appear for street cleaning work, under a recent ruling that men on relief must work out their "relief orders" on city or township streets, roads or other municipal work. In Columbus, Ohio, able-bodied men on relief recently were directed to work at such "odd jobs" as the city provided, for which they are given credit towards their relief checks at 50 cents an hour. In another Ohio town, able-bodied men on relief were ordered to work at the city's weed cutting or lose relief status. In Tennessee, the attorney general has promised that able-bodied men who, though given WPA cards or other opportunities, refuse to work, will be prosecuted under the vagrancy law.

Important Reports—In a study of the various "relief purges" which have been made of Baltimore, Md. relief rolls, the local Citizen's Alliance for Social Security found such procedures "expensive to the city, cruel to relief families and useless as a method for permanently reducing the relief population."

The alliance, an association of voluntary organizations working for a more liberal relief policy, studied the condition of 450 families who were cut off relief last May, with the termination of the Emergency Charity Association and not taken over by the Department of Public Welfare. Needy families had to make new applications to the department. WPA families who had been receiving supplementary relief were hardest hit, this form of aid not being considered a department responsibility.

The trained investigators who made the study for the Citizen's Alliance reported: that such reinvestigations of all relief cases interfere with regular duties of case workers; that the needy families find their way back to the rolls anyway; that the gap in relief during reapplication and investigation causes unnecessary suffering, especially among children.

In the 1936 annual report to the Pennsylvania State Emergency Relief Board Karl de Schweinitz, executive director, pointed to a 52 percent reduction in the number of persons on relief last year and a saving to the state of $130,309,249. Expanded federal work programs accounted for more than half the decrease and private industry absorbed the remainder, Mr. de Schweinitz said. The report covered activities for the then ERB, now superseded by the Department of Public Assistance, also headed by Mr. de Schweinitz.

The final report of New York's Temporary Emergency Relief Administration, called Five Million People—One Billion Dollars, covers the TERA's entire existence—November 1, 1931-June 30, 1937. The report was challenged in the press on the startling total given of five million persons (two fifths of the state's total population) who at one time or another during the period had been recipients of relief. Frederick I. Daniels, chairman, defended the figure and stated that it refers to that number of different individuals. The report recounts in detail New York State's pioneering effort in developing a relief program, emphasizes the growth from the early "emergency" approach to relief into its present status as a regular responsibility of government in the State Department of Welfare.

Salvage—The depression-born Life Adjustment Bureau, formed six years ago at the suggestion of social workers to salvage the insurance protection of relief clients, reports that it has dealt with some 514,406 families to realize upward of $25 million in cash on their policies and to effect a substantial saving in premium charges while at the same time continuing a "reasonable" degree of protection. The companies that maintain the bureau, the Metropolitan, the John Hancock and the Prudential, handle, it is said, more than 85 percent of the industrial insurance in the country.

Addenda—Besides the anticipated subjects for study by the special Senate Committee on Unemployment Relief, [see *The Survey*, October 15, page 320] Alan Johnstone, counsel, has included in agenda to be submitted: effects of technological changes and action necessary to correct undesirable effects; the historical entry of the United States into "the relief business"; the effects of the "security wage" as opposed to the "prevailing wage"; the effectiveness of unemployment offices in coping with the relief problem; the administration of relief and social security programs, with a comparison of advantages of federal and local direction; the problem of the migratory unemployed. The committee probably will hold public hearings this month or next.

Public Assistance

AN estimated 488,500 dependent children received aid during October through social security programs. The number is expected to grow considerably in coming months as recently approved state plans are developed. Missouri, most recent state to gain Social Security Board approval of its plan for dependent children, will aid approximately a thousand under that program during the present quarter. About 1,469,700 aged and 487,500 needy blind persons now are receiving social security assistance. Total grants for the first quarter of the present fiscal year, June 30-September 30, amounted to $44,009,937.48.

Recent additions to the list of states which have "tried and tried again," and now have approval of revised social security plans, include: Missouri, Colorado, North Dakota, Oregon and Texas. Most

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

of the changes were made in order to improve administrative procedure.

Pressures, Up and Down — The tendency of certain county welfare officials in North Carolina to pare down old age allowances practically to the vanishing point is opposed by the State Board of Charities and Public Welfare. Says Mrs. W. T. Bost, commissioner, "We are discouraging average grants of $7 or $8 or less and we suggest no grants less than $5 per month. We have sent back scores of applications for less than $2 and advised county welfare officials to revise them upward." As estimated by G. R. Parker, regional director for the Social Security Board, the average old age assistance in North Carolina is $12 monthly.

"They say" in Washington that Mississippi is under pressure from the Social Security Board on account of its "pitifully inadequate" old age allowances, that unless the allowances are increased the program will not warrant federal assistance. In July 1936 some 15,467 aged persons were receiving monthly allowances averaging $3.58; in July 1937 recipients numbered 534, allowances averaged $4.25. . . . The Tulsa, Okla. *World* said, in early October, "Hints of a federal investigation into old age pension payments in Oklahoma—with veiled charges that pension funds in the state have been used to build political machines—were sounded. . . . on the heels of reports that Oklahoma outranks all other states on pension payments." The same article asserts that an audit of pension funds in Oklahoma has been ordered. . . . From the Jacksonville, Fla. *Times-Union* comes information that last month a rigid federal audit of applications which have been granted for old age assistance in Florida was begun. . . . Commenting on the charge that old age assistance grants in Arkansas are too small, the Little Rock *Gazette* points out that that state ranks next to lowest in per capita spendable income and that "not only are assistance payments too small, but most of the other state expenditures are too small," and "the basic deficiency is in the income of the people of Arkansas."

The state welfare board of New Mexico has decided that any applicant for old age assistance having more than $150 will not be considered needy. Irregular earnings will be considered in determining the amount of assistance payments. Persons physically able to work will be encouraged to do so.

Liens and Estates—How old age assistance affects estates of recipients after their deaths has been the subject of much discussion and many complicated legal opinions. In Tennessee, according to recent official opinion, before assistance is granted to the aged or needy blind, applicants must give a "quit claim" to the state and federal governments for any property which may be owned by them at their deaths. State and federal governments then will have equal claims to the applicant's property, up to the amount of assistance paid and allowing not more than $100 for funeral expense. The provision is intended to encourage children or relatives to attempt to care for the applicant in order that his property may not revert to the government. It will not be enforced against real estate during occupancy by a surviving wife, husband or dependent children.

In Wisconsin, the attorney general has ruled that at the death of old age assistance recipients, the first deduction from proceeds of the estate shall reimburse the state and county for funds which have been paid over as pensions (apparently before February 1, 1936); the second deduction goes to the federal government for moneys granted to the state since February 1, 1936 for old age payments. Yet a third deduction goes to the state and county for aid given since federal contributions started; and the remainder—if there is a remainder—is divided among the heirs.

A ruling of the Maryland Board of State Aid and Charities now allows applicants for old age assistance to retain up to $300 in liquid assets for burial and other emergency expenses. However, no person with liquid assets greater than $300 will be given assistance. Applicants with cash must establish bank accounts jointly with the local welfare agency, from which accounts money must be drawn for expenses approved by welfare officials.

Mortgaging of property owned by persons granted old age assistance in Georgia has been abandoned by the state Department of Welfare. Mortgages or liens already taken will be dissolved. "The welfare program can be carried on without the necessity of the state insisting on the lien agreement," says the department's legal adviser.

Colorado—Storms of protest have arisen over the provision, under Colorado's $45-a-month old age pension law, making mandatory the publication of names of all recipients in a county newspaper, once in six months. . . . It was expected that as many as 35 percent of old age pensioners in some Colorado counties would be ineligible for payments under the law, effective September 1, which bars holders of property assessed at more than $500. In Colorado many such holdings represent dry farms or mining claims which produce no income whatever.

Despite the difficulties of changing from the former old age assistance law to the new measure providing for old age pensions, September payments to Colorado's aged reached 26,748 persons, 2367 fewer than the total who received assistance in August under the old law. The pensions paid averaged $40.09. Only 172 persons between ages sixty and sixty-five qualified for pensions.

The Labor Front

FIVE of the 450 cases awaiting consideration by the U.S. Supreme Court involve the national labor relations act, upheld by the court last spring. One of these cases is based on the first decision of the Labor Board, announced in December 1935, finding that the Pennsylvania Greyhound Lines were guilty of "unfair labor practice" in promoting a "company union," the Association of the Pennsylvania Greyhound Lines.

Self-Discipline — The United Automobile Workers of America has accepted responsibility for fulfillment of its agreements. In the course of the General Motors negotiations, which are still in progress, the union's executive committee drew up a formal declaration which reads, in part: "The union recognizes and agrees that unauthorized strikes, stoppages of work and deliberate reduction in rate of production . . . are indefensible and for a violation of this provision by the union, its officials or members, the company will discharge or otherwise discipline the employe or employes known to be or found guilty thereof, and the union shall take effective disciplinary action against the member or members of the union responsible therefor." In transmitting this action to the company, Homer Martin, president of the union, stated that his group had expected that "these commitments were to be an integral part of the revision of the existing agreement."

Child Labor—The Kentucky court of appeals recently handed down a decision declaring ratification of the child labor amendment by the legislature of that state null and void, on the grounds that Kentucky had previously rejected the measure and too long a period had elapsed since submission of the amendment by Congress to the states. At about the same time, the Kansas supreme court upheld the validity of ratification by Kansas, which had been challenged on the same grounds. The attorney general of Kentucky has announced that he will appeal the case to the U.S. Supreme Court.

Peace Moves—During the fifty-seventh annual convention of the American Federation of Labor, held at Denver last month, a proposal for a peace conference was received from John L. Lewis' Committee on Industrial Organization. The CIO suggested that the AF of L choose 100 members to meet with 100 CIO spokesmen, and attempt to find

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

some avenue to peace between the two factions in which the American labor movement is now split. The CIO communication made it clear, however, that the Lewis group would hold to its "basic policy" of vertical organization in the mass production industries. The AF of L rejected this plan, but made a counter-proposal, which the CIO accepted. Representatives of the two organizations are meeting in Washington at this writing. The "minimum demands" presented by the CIO and the "maximum concessions" expected from the AF of L leave a wide gap to be bridged by the negotiators. Philip Murray heads the ten CIO representatives; George M. Harrison, the AF of L committee of three.

Steel's Experience—Collective Bargaining in the Steel Industry: 1937, a very useful "factual summary of recent developments" has been prepared by the Industrial Relations Section, Princeton University. Price, $1.

Prison Congress

IN holding its sixty-seventh annual congress in Philadelphia last month the American Prison Association paid honor to the Philadelphia Prison Association, forebear of all prison reform movements in this country, this year celebrating its hundred and fiftieth anniversary. Delegates to the meeting numbered 787 from forty-four states and five foreign countries. While this was not a record in attendance, the content and organization of the program and the free and forthright quality of the discussion set a new high.

The keynote came from the president, William J. Ellis of New Jersey, when he discussed prison administration as a factor in crime prevention, and related it to such topics as prison industries and education, classification of prisoners, personnel, parole and so on, all of which were discussed in detail by other speakers later in the program.

It was apparent from many discussions that the problem of idle prisoners lies as a pall over the whole prison situation, a deterrent to humanitarian progress, a threat to orderly administration. And no one, it seems, as yet has found the answer. The Prison Industries Reorganization Administration believes that it is on the right track but the inability or unwillingness of states to finance the necessary large scale corrective measures makes progress difficult.

Curiously enough the dead end to which prison industries have come seems to be forcing more attention to prison education and to improved parole methods, though in both there has been, numerically speaking, little more than a good beginning. For example, E. Preston Sharp of the Eastern State Penitentiary, Philadelphia, reported excellent results from a program of vocational and academic education in which classroom coaching and correspondence courses are combined; but of the 3000 prisoners in the institution only 700 are "going to school." Parole of course runs into larger numbers, but its defects in practice, imposed by starvation appropriations and the spoils system, open the way to challenge. Here Austin H. MacCormick of New York warned that "under the verbal barrages of the machine-gun school of criminology" parole and prisons alike "are in danger of falling into even worse oblivion than they now enjoy."

In its resolutions the association deplored "indiscriminate attacks" on parole as tending to "inflame and confuse the public mind" and reaffirmed "its belief in parole as the method of releasing prisoners which most effectively protects society." It called for a further program of federal-state cooperation to deal with idleness in prisons, endorsed the pending Wagner-Van Nuys anti-lynching bill and the bill requiring registration of firearms, and urged that salaries and working conditions of prison custodial officers be at least equal to those of paid police in the same localities and that such officers be selected, promoted and retained on the merit principle.

The association elected as president Rice M. Youell, warden of the Virginia State Penitentiary and as vice-presidents, Harold E. Donnell, Maryland; Austin H. MacCormick, New York; James V. Bennett, Washington, D. C.; Roy Best, Colorado and Mabel Bassett, Oklahoma. Next year's meeting will be in St. Paul.

Old Age Insurance

NOTHING was changed but the name when the Social Security Board's Bureau of Old Age Benefits became the Bureau of Old Age Insurance. The change was due to a belief, on the part of board and public, that the word "benefits" was a misnomer, and smacked of "charity" besides.

Unclaimed Benefits—About $400,000 in social security benefits due to wage earners or their heirs is unclaimed. The total is made up of small sums, due thousands of individuals who became sixty-five years old during the last year, and due the estates of persons who died after paying some Title VIII taxes. Actuaries had estimated that 300,000 accounts would be closed this year because of deaths and the attainment of the age of sixty-five, but in the first nine months of 1937 only 30,000 accounts were closed.

Payroll of Sin—According to the *Chicago Tribune*, federal agents assigned to collect old age insurance levies are visiting proprietors of underworld establishments and informing them that the act's provisions apply to illegitimate businesses just as they apply to legitimate enterprises. The *Tribune* reports that the proprietors of such establishments "are anxious to abide by the law and have shown willingness to aid the agents." The information regarding these establishments and their payrolls is held confidential, and is not available to law enforcing agencies.

He Looks Ahead—A one-year-old boy whose job is that of modeling clothing for a photographer, has become Indiana's youngest applicant for a social security account.

For Railroad Employes—The provisions of the Railroad Retirement Act of 1937 are analyzed by Murray W. Latimer, chairman of the Railroad Retirement Board in the current *Labor Information Bulletin*, issued by the U.S. Bureau of Labor Statistics. About 1,500,000 railroad workers come under the act, which became law June 24, 1937. The board already has received more than 61,000 workers' applications for old age or disability annuities. In addition, more than 50,000 workers formerly carried on the pension rolls of the roads have been transferred to the federal scheme. Approximately 1,450,000 individuals have been given account numbers. Annuities are payable on account of either age or disability. Retirement at sixty-five irrespective of years of service is permitted but it is not compulsory. The amount of the annuity depends on years of service and "average monthly compensation." The plan is financed by a payroll tax on employers, and a tax on employes' wages. These contributions begin at 2¾ percent for each, increase to 3 percent in 1940, and to 3¾ percent in 1949. Mr. Latimer points out that many will receive annuities under the Railroad Retirement Act who could not have qualified under the private plans, most of which required a relatively long period of service on a single road. Another advantage he sees in the federal plan is that employes had no guaranteed rights to annuities under the private plans. Even those who received relatively liberal pensions or gratuities were "constantly under the fear of their possible cancellation and of the likelihood of general reductions during . . . depression."

Overhauling—"Complete revision of the social security act in its benefit provisions and its creation of a huge reserve fund," will be studied by the Social Security Advisory Council at a conference opening November 5, according to an announcement by A. J. Altmeyer, chairman of the Security Board. The council will consider the advisability of starting monthly benefits before January 1, 1942; increasing monthly benefits for persons retiring in the early years of the program; paying benefits to persons

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

incapacitated before sixty-five; extending benefits to survivors of beneficiaries; increasing social security taxes less rapidly in future years; extending benefits to groups not now included; revising the size, character and disposition of reserve funds. The conference will be held at the U.S. Department of Labor, Washington, D. C.

The Public's Health

BECAUSE of the new hygienic marriage laws in Illinois and Wisconsin requiring a physician's certificate that both parties are free from venereal disease before a marriage license will be issued, there is a mushroom growth of Gretna Greens in neighboring states. In Chicago, the mid-summer averages of licenses issued dropped from 140 to 45 a day. This led to a movement among Illinois courts urging other middle western states to follow with hygienic marriage laws. Some judges refuse to recognize runaway marriages, citing an Illinois evasion statute which provides that a marriage outside the state by a person disabled or prohibited from marriage within it shall be null and void. Approximately eighteen states have marriage evasion statutes. Besides Connecticut, Wisconsin and Illinois, New Hampshire and Oregon now require blood tests for social diseases before marriage. Oregon's statute is subject to popular referendum at the next election. Alabama, Louisiana, North Dakota and Wyoming require a medical certificate from the male applicant. Twenty-three states make it unlawful for persons with social diseases to marry, but do not require a certificate. New York and a few other states require affidavits. Montana's pre-marital examination law lost in a referendum.

As a feature of Chicago's city-wide campaign against syphilis, doctors and civic leaders directing the drive recently submitted publicly to blood tests. Coupons for free examination by doctors cooperating in the campaign have been distributed to employes by various agencies and industrial plants, to 50,000 WPA workers and to 85,000 families on relief. City, state and federal health bureaus are establishing treatment facilities.

WPA and Health—The health and economic menace from the floods of sulphuric acid which have been pouring into Ohio and Potomac River tributaries from abandoned coal mines, at the rate of two million tons a year, has been reduced 60 percent by WPA mine-sealing operations, according to a recent report from Administrator Harry L. Hopkins. Besides the damage to property from these acid waters and the costs of treating them for use, heavy losses have resulted, says the report, from pollution of water used for livestock, ruin of grazing lands and the killing of fish. Although pollution from active mines remains, the WPA in two years has sealed more than a thousand abandoned bituminous mines, thereby giving employment to more than 5300 men at the peak, mostly unemployed miners. Cost of the project so far is slightly over $3 million.

Hay Fever—The New York State Department of Health last summer made extensive studies of hay fever producing pollens in the air, in an attempt to find havens within the state for sufferers. Similar investigations, begun two years ago, located some relatively free areas in the Adirondacks. Studies were continued till fall frosts, but results will not be ready until late in the year.

Foreshadowing—On the basis of computations made by a statistical bureau of the Metropolitan Life Insurance Company, a recent article in the company's *Bulletin* predicts that one out of every nineteen children born during the three-year period from 1929-31 eventually will become incapacitated by mental disease to a degree requiring admission to an institution. An increase of 15 percent is expected over the 1919-21 ratio of one person in twenty-two. The increase in ratio, it is pointed out, arises principally from increased longevity. The rates of first admission to an institution have decreased among females at practically every age level, and among males up to forty years of age.

Studies and Reports—A study of hospital care for persons on relief by Nelle L. Williams recently was published by the American Public Welfare Association. (Public Welfare and Hospitals: a Study in Relationships. Price 50 cents from the association, 850 East 58 Street, Chicago.)

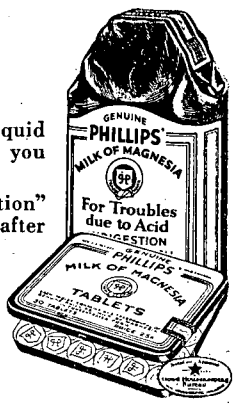
Recurring administrative problems which appeared in the use of non-governmental hospitals to hospitalize public charges were: the basis of payment of tax funds to voluntary hospitals, method of determining basis of payment, authority for establishing eligibility for hospital care, the setting up of safeguards for standards and quality of hospital service.

A study of public and private health agencies of Colorado Springs and El Paso County, Colo., is now under way, directed by Ira V. Hiscock, professor of public health at Yale University School of Medicine. The ultimate objective is improvement of local health services.

YOU CAN BE SURE OF THE BEST

IF YOU SUFFER FROM "ACID INDIGESTION"

Alkalize this fast "PHILLIPS" Way



Symptoms such as nausea, "upset stomach," gas, "acid headaches" due to acid indigestion can now be relieved easily.

Just alkalize your excess stomach acidity quickly by this fast Phillips' method:

Take two teaspoons of Phillips' Milk of Magnesia 30 minutes after each meal, or two Phillips' Milk of Magnesia tablets, each tablet containing the equivalent of a teaspoonful of the liquid form. Almost immediately you enjoy relief.

Always avoid "acid indigestion" discomfort this easy way after heavy meals or late hours.

Keep a bottle of genuine Phillips' Milk of Magnesia handy at home and carry a box of Phillips' tablets with you. They cost only 25c per box.

PHILLIPS' MILK OF MAGNESIA

MERCUROCHROME, H. W. & D.

(Dibrom-oxymercuri-fluorescein-sodium)

ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON WESTCOTT & DUNNING, INC.

Baltimore, Md.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

The Massachusetts Department of Public Health, aided by a five-year grant from the Commonwealth Fund, has finished an extensive research and study of treatment of pneumonia by sera. The department has taken over the services essential for the continued manufacture and use of pneumonia serum as an essential part of its program. "Distribution of this serum has become as integral a part of the public health program of the state as is distribution of other sera or the supervision of milk or water supplies," says Commissioner Henry D. Chadwick in reporting the completed study. (Final Report of the Massachusetts Pneumonia Study and Service, 1931-35, by Roderick Heffron, M.D., and Elliott S. Robinson, M.D. From the department, 1 Beacon Street, Boston.)

In A Five Year Study of Tuberculosis Among Negroes the National Tuberculosis Association has published a comprehensive report of work carried on with the help of the Julius Rosenwald Fund. Three population groups were considered, southern rural, northern urban and southern urban. The statistical picture, complicating factors for these groups, and the whole range of measures for control of tuberculosis among Negroes are considered in some detail. An interesting section on health education measures is included. (Price 25 cents from the association, 50 West 50 Street, New York.)

Nurses and Nursing

ADOPTION of the eight-hour schedule for nurses and hospital employes by the New York City Department of Hospitals, which is now being put into effect, is echoed in other parts of the country. The American Nurses' Association, which receives monthly reports from professional nurse registries all over the country, recently reported that it had helped secure the eight-hour day for private duty nurses in 850 hospitals in 41 states. Reports from registries show that calls for nurses on an eight-hour schedule increased from 24 percent in 1934 to 62 percent in 1936; while calls for nurses on twelve-hour schedule dropped from 65 percent in 1934 to 29 percent in 1936.

Hospitals Commissioner S. S. Goldwater, of New York City, is encountering difficulties in putting the eight-hour schedule into effect because of a shortage of available and properly qualified nurses. In proposing the addition of $3 million to next year's budget, for new staff, he pointed out that recent restrictions of nursing school activities and diversion of graduate nurses to many other fields of endeavor have made a shortage "which might be described as acute" in nurse personnel available for city hospitals. The chairman of the New York County Registered Nurses Association explained the shortage as the result of "unattractive" conditions and salaries in municipal institutions. "Until an increased appropriation makes it possible for nurses to live as other professional women do," she declared, "there can be no improvement in the situation."

A report of the advisory committee on nursing in the city Department of Health states the need for 250 additional nurses in that department, as requested in its proposed budget for next year. This need is credited partly to greater public demand for the services of the department's nurses, as a result of recent health campaigns and to increased attendance at department clinics. New York is eighth among the twelve largest cities in the country in the number of public health nurses per 100,000 population.

In a recent issue *Modern Hospital* discussed editorially the nurse shortage and the new eight-hour day and predicted that the results will be felt in public and private hospitals throughout the country. "Hospitals cannot expect to work their employes for fifty-two, fifty-six, or sixty or more hours." The immediate problem, the editorial concluded, is to obtain enough money and enough personnel to meet the new situation, but also there must be "expansion of the good nursing schools."

Public Health Pay—The 1937 results of the annual study of salaries in public health nursing agencies have been announced by the National Organization for Public Health Nursing. The salary most frequently paid in January 1937 to staff [public health] nurses employed by a private organization was $125 per month. This was also true of nurses' salaries paid by insurance companies and health departments. Of those receiving more than $125, over half were paid $150 or more. In private agencies 43 percent of the staff nurses received more than $125 a month and 50 percent of those employed by health departments exceeded that amount. In 1937, 68 percent of all public health staff nurses were being paid $125 or more per month, as compared with 59 percent in 1936. The survey from which the figures were drawn covered 449 agencies employing 8228 nurses.

Professional

PLANS for the Seattle meeting next May of the National Conference of Social Work are rolling up. The program committee has already authorized the organization of seven special committees to arrange two programs each during conference week. They are on Care of the Aged; Interrelations of Employment Insurance, Compensation Services and Social Work; Medical Care; Prevention and Treatment of Blindness; Social Aspects of Children's Institutions; Social Treatment of the Adult Offender; Statistics and Accounting in Social Work.

Gaining Ground—Recent pay increases for employes of the Pennsylvania Welfare Department have brought salaries within the 1926 classification code which was suspended during the depression years.

The campaign for higher pay for the lower bracket employes of New York's ERB, long and assiduously waged by the Association of Workers in Public Relief Agencies, was won early last month when the Board of Estimate approved increases of 10 percent for all categories up to $36 a week. Giving credit "in very large measure" to the "sympathetic attitude of Mayor La Guardia" and to the "persistent untiring efforts" of the ERB board and administrative officials, the AWPRA takes its own mead of glory, "The union won that wage increase. Without the union there would have been no increase."

Relief Funds—The American Red Cross, through its chapters, is accepting contributions of money for relief work among sufferers of all nationalities in China. The national organization made an initial appropriation of $30,000 for the relief of Americans in war areas and after evacuation to Manila and followed it with an appropriation of $100,000 to be used largely for hospital and medical supplies to be turned over to the Chinese Red Cross and other authorized agencies. The American Red Cross does not contemplate sending personnel to China or making any special fund-raising effort.

The Parents' Magazine has undertaken to raise a fund "for the impartial relief of Spanish children," starting with an initial contribution from the magazine of $1000. Donations sent to the magazine, 9 East 40 Street, New York, will be forwarded to the American Red Cross for transmission to Spain.

Better Planners—The first organization of its kind in this country, a planning research station, has been established jointly by the Buffalo, N. Y., City Planning Association and the University of Buffalo. Walter Curt Behrendt, who has been lecturer in city planning, housing and regional development at Dartmouth College will be director. On the staff will be junior and senior interns who "will engage actively under Dr. Behrendt's direction in the conduct of practical studies relating to principles and problems of planning, with particular reference to Buffalo."

Junior interns will be students in social and public administration enrolled in the School of Social Work of the university. Senior interns will be graduates of accredited schools of architecture, engineering and related technical subjects, who look forward to housing administra-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

tion and city and regional planning as careers. Information at the station will be at the disposal of all appropriate organizations in the city. A Rockefeller Foundation grant is helping finance the project. (Headquarters, City Planning Association, 74 Niagara Street, Buffalo, N. Y.) . . . Clarence Pierce, from the Pennsylvania Relief Administration, a new member of the School of Social Work faculty of Buffalo University, is supervising field work in public welfare and public administration.

Church and Social Work—A new department of social welfare has been created in the Washington, D. C. Federation of Churches, sponsored jointly by churches and social agencies. A professionally trained worker "with a religious background," it is announced, will direct the work, setting up an exchange to clear cases of need among the cooperating Protestant churches and in turn to clear with social agencies. Each local church will be urged to set up a "welfare council" of its own and so far as possible to be responsible for all cases of need within its own fellowship. Cases which the church is not equipped to handle will be turned over to social agencies.

Exploratory work for the new plan was done by Worth M. Tippy, recently elected chairman of the Church Conference of Social Work.

Meetings—The American Public Welfare Association will hold its second annual round table conference December 10-12 in Washington, D. C. . . . The second National Social Hygiene Day will be observed February 2. . . . The next annual convention of the American Red Cross will be held in San Francisco, May 2-5, 1938. . . . The sixteenth International Red Cross Conference will be held, not in Madrid as originally planned, but in London, June 20-24, 1938.

The Personnel Research Federation will hold its annual conference December 6-10 in New York. . . . The second national conference on educational broadcasting will be held November 29-December 1 in Chicago.

At its recent annual meeting, the New York State Nurses' Association decided that, in future, it will meet every two years, instead of annually, alternating with the biennial meeting held by the American Nurses Association and other national organizations. The next meeting, therefore—in case anyone keeps a date-book that far ahead—will be in October 1939, at Buffalo.

Reader Interest—Every so often social agencies try to find out who reads their house organs and why, try to test reader interest—if any. At the end of its second year Social Studies of St. Louis, published by the research department of the Community Council, queried its mailing list on various points. One out of four on the list responded, all asking not to be dropped off. More than half said that they kept a file of the publication and a goodly number that they routed them on to board members. Each copy of an issue, not counting those that go to libraries, is seen, the editors estimate, by no less than nine persons.

The smiling town crier is this year's cheerful reminder from the National Tuberculosis Association that the time to buy and use Christmas seals is here again. This year marks the celebration of thirty years of Christmas seal sales. The national association now reaches out through two thousand affiliated state and local organizations.

Gifts and Foundations — A new philanthropic foundation is in prospect through the terms of the will of the late George F. Baker, New York banker, who set aside $15 million of his estate, variously estimated at from $50 million to $80 million, for that purpose. The net income of the fund and, at the discretion of his trustees, parts of the principal, are to be devoted to religious, charitable, scientific, literary or educational purposes. The trustees are given broad discretion in administering the fund but in case the bequest should be held invalid for any reason it might go to the Boy Scouts of America or to the New York Hospital. Should the bequest be held subject to inheritance taxes such taxes must be deducted from it and not taken from any other part of the estate.

Another interesting gift recently reported was that of $200,000 by Lucius N. Littauer, New York glove manufacturer, to expand and reorganize the National Hospital for Speech Disorders, which will henceforth be known as the Lucius N. Littauer Institute for Speech Disorders. The initial gift will provide a new and appropriate building. Further gifts for endowment are assured. Mr. Littauer's previous benefactions include $1,100,000 in 1930 to establish the Lucius N. Littauer Foundation "for better understanding among peoples," and $2 million in 1935 to Harvard University for a graduate school of public administration. The Littauer Foundation recently granted $100,000 as an endowment fund to the University in Exile of the New School for Social Research in New York.

And speaking of big gifts, "an unnamed donor of great generosity" has purchased and presented to the Presbyterian Hospital, New York, a tract of seven acres just south of its present skyscraper development. The plot, valued at $1,750,000, has been occupied since 1856 by the buildings of the New York School for the Deaf. The school recently purchased some seventy-six acres near White Plains where it will erect new buildings.

The Southern Education Foundation was formed July 1, merging the John F. Slater Fund, created in 1882, with the Anna T. Jeanes Foundation, some thirty years old. Both formerly were administered by James Hardy Dillard, recently retired. Arthur D. Wright directs the new foundation.

New Home—Detroit's Franklin Street Settlement, oldest in the city, has laid the cornerstone for a new home which will take it out of its fifty-seven-year old brick building among the foundries near the river front and give it a modern setting for a wide community service. The new building was aspired to in 1929. A year later Mr. and Mrs. Edsel Ford donated a site for it. Plans lagged however until last June when a friend gave $100,000 on condition that an equal amount be raised by August. The board went to work and without pyrotechnics raised the sum in about a month. The new building on Charlevoix Street, two stories and modern in design, will have facilities for day nursery, summer camp, group and club work with resident quarters for six staff members and ten resident graduate students.

Franklin Street Settlement began in 1880 as the Detroit Day Nursery. In 1901 it changed its name to accord with its already enlarged program. Sarah Selminski has been the head resident for seventeen years.

Turn About—From Denmark where American social workers and sociologists are prone to turn for example and precept, recently came Viggo Christensen, commissioner of public welfare of Copenhagen, "to conduct a six weeks' study of the administration of social problems in the United States." American welfare officials received him cordially, if a bit dubious as to what he might learn to take back to Denmark. Mr. Christensen was scheduled for a dozen lectures in American cities during his visit.

Propaganda Clinic—To analyze propaganda, the way it works in formulating public opinion, its implications and its dangers in American life is the purpose of the new Institute for Propaganda Analysis organized in New York under distinguished auspices and financed, at least in the beginning, by the Good Will Fund, Inc., a foundation established by the late E. A. Filene of Boston. The president of the new institute is Prof. Hadley Cantril of Princeton University. Included on its board of directors and advisory board are Charles A. Beard, Paul Douglas, F. Ernest Johnson, James T. Shotwell, Ned H. Dearborn, Eduard C. Lindeman, Robert S. Lynd and others. The institute defines propaganda as

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

"... expression of opinion or action by individuals or groups deliberately designed to influence opinion or actions of other individuals or groups with reference to predetermined ends." Propaganda conforms to democratic principles "when it tends to preserve and extend democracy; it is antagonistic when it undermines or destroys democracy."

Fellowships—For announcements of research training fellowships and grants-in-aid of research offered for 1937-38 by the Social Science Research Council, apply to the secretary, John E. Pomfret, 230 Park Avenue, New York. Applications must be in by February 1, 1938, and awards will be announced on May 1, 1938. Initial inquiry should be made well in advance of February 1.

New Bulletin—The Adult Recreation Project of the WPA in Boston has begun publication of *Recreation News,* a twice-monthly record of news and digest of articles in that field, plus a few book reviews. The editors announce that "it is our purpose to keep those interested in leisure time activities in touch with the best that is printed." (Editor, Nevart Najarian, 739 Boylston Street, Boston.)

Pursuit of Knowledge—London's multi-millionaire automobile manufacturer, Lord Nuffield, has given a million pounds to Oxford University to endow a new college especially for postgraduate research "in the field of the social studies." An additional £200,000 was given for medical research. Lord Nuffield hopes to encourage social research "by making easier the cooperation of academic and non-academic persons." Rent-free rooms are to be provided for needy students.

The Jewish Welfare Board of New York on November 8 began its fifth annual training program for leadership in Jewish center group work. Seminars and workshops in Jewish club work will be Monday evening events until next March 21. (Jewish Welfare Board, 220 Fifth Avenue, New York.)

In Print—*Fortune Magazine* has reprinted the article, Unemployment and Relief, featured in its October 1937 issue. [See *The Survey,* October 15, page 318.] It is available from the magazine offices, 135 East 42 Street, New York. Price 10 cents.... The Richmond, Va. Council of Social Agencies has published a "directory of social forces" which differs from the usual directory of local social agencies in that it lists also all manner of key organizations which might be of use to the inquiring citizen. For example: swimming pools, musical societies, newspapers, laboratories, business associations.... The New York Tuberculosis and Health Association recently issued Volume I, Number I of its *Journal,* to present general news in public health and welfare.

In its last edition of New State and Local Departments of Public Welfare the American Public Welfare Association brings down to October 1 the changes made by recently enacted laws. From the association, 850 East 58 Street, Chicago, price 25 cents.

People and Things

RETIRING from the Russell Sage Foundation staff this fall is Clarence Arthur Perry who with Lee F. Hanmer "brought up" the foundation's recreation department from infancy to its present adult stature. Mr. Perry, whose first job interestingly enough was as first principal of a school in Puerto Rico, has been with "the Sage" since 1909, contributing leadership and guidance over a wide range of activities turning for the most part on the community movement and the development of community resources. A strong advocate of the wider use of the school plant, his book and other writings are authoritative on that subject. He was on the staff of the social division of the New York Regional Plan and worked out and publicized the neighborhood unit planning formula, a scheme of arrangement for the family-life community. During the war he was an officer in the Quartermasters Corps and formulated the plan for the divisional supervision of post exchanges in the National Army.

Berns Photo

Mr. Perry has closed his desk at "the Sage," but all that means is that now he will have more time for his special concerns in a field which already owes him much.

New Yorkers—"My future is here," said Alice Salomon, when two days after her recent arrival in New York she took out her first citizenship papers. Exiled from Germany Miss Salomon, dean of international social workers, says, "I hope to live in New York and write and lecture. I have already started my autobiography in which I hope to tell of our work in Germany for social security and toward equipping women for the world."

Msgr. Robert F. Keegan, president of the 1936 National Conference of Social Work, is one of a number of New York priests recently honored by the Vatican by elevation from the office of Private Chamberlain to the Pontiff to that of Domestic Prelate. The Rev. William A. Courtney, long president of the New York City Board of Child Welfare, was made a Private Chamberlain.

Donald S. Howard is on three months' leave from the Charity Organization Department of the Russell Sage Foundation to serve as executive director of the Board of Survey appointed by Mayor La Guardia to develop plans and procedures for the transfer of the New York City ERB to the Department of Public Welfare. Hugh Jackson of the State Charities Aid Association is serving as consultant to the board which is headed by Peter Grimm as chairman and includes among its members Mary E. Dillon, Henry Bruère, Bailey B. Burritt, Maj. Benjamin Namm, Harold Riegelman and others.

The National American Red Cross has borrowed Alta E. Dines from the New York AICP for three months to help in working out new plans for Red Cross nursing service.... Sarah Swift, recently with the New York Institute of Child Guidance is now with the AICP as psychiatric social worker.... The New York City Chapter of the AASW has a new executive secretary in Martha Maltman Perry, lately with the COS.... Gertrude Binder, a recent graduate of the New York School of Social Work, has joined the staff of the National Child Labor Committee as assistant director of the department of research and publicity.

New Jobs—The Westchester County, N. Y. Children's Association has added to its staff Elizabeth W. Clark, recently with the personnel division of the New York City ERB, to make a unique experiment in social interpretation. Miss Clark will study the changing aspects of the work of the county Department of Public Welfare as determined by state and federal social security legislation and will interpret them to the county-wide committees of the association and to the general public.

Nathan Straus of New York has been named by President Roosevelt as administrator of the new U.S. Housing Authority which will direct the $526 million low cost program under the terms of the Wagner housing act. Mr. Straus, a former New York state senator and NRA administrator, long has been concerned with public housing, has studied it abroad and at the time of his appointment was a member of the New York City Housing Authority.

Richard K. Conant, field secretary of the Massachusetts Conference of Social Work and instructor in public welfare administration of Boston University, has been appointed acting director of the division of social work of the Boston University School of Religious and Social Work. He succeeds Charles R. Zahniser, who has resigned as director but remains as professor of social science, on leave during 1937-8 to work on a project to develop a clinical case work program for Boston churches.

Florence D. Stewart, formerly executive secretary of the Washington, D. C. Housing Association, has been appointed

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

executive director of the City Housing Council of New York, which is now in new offices at 468 Fourth Avenue. Vera C. Quinn is director of publicity and education.

Newcomers to the disaster staff of the American Red Cross are Roberta Morgan, who was executive secretary of the local Red Cross in Birmingham, Ala. and later a relief director; and Marjorie Workman, formerly with the West Virginia ERA and more recently assistant area director for the Red Cross at Jeffersonville, Ind.

Elected—The Association of Women in Public Health at its recent annual meeting elected: president, Sally Lucas Jean of the World Federation of Education Associations; vice-president, Florence Mirick Ross of Rhode Island College of Education; secretary, Pauline B. Williamson, of the Metropolitan Life Insurance Company; treasurer, Marjorie B. Illig, of the American Society for the Control of Cancer. . . . New president of the Washington State Conference of Social Work is Rabbi Adolph H. Fink of Spokane. Vice-presidents are Margaret Donley Hackfield of Seattle and Mrs. Carl Irish of Bellingham.

Travelers Aid—New on the staff of the Travelers Aid Society, Washington, D. C., are Ellen Davis Kell from the Boston Family Welfare Society and Alice Elizabeth Jones, Cincinnati. . . . Also new in Washington is Alice Marcella Fay who went from New York to the Instructive Visiting Nurse Society as educational director. . . . Mary Harris Cockrill from the Family Welfare Association of Davidson County, Tenn. has succeeded Mary Leigh Smith as executive secretary of the Nashville Travelers Aid Society. . . . Anita Tidball of Seattle, Wash. is secretary of the Seattle Travelers Aid Society succeeding Elizabeth Leckenby Tampen, retiring.

Cancer Institute—Six scientists have been named as a national Advisory Cancer Council, to guide the new National Cancer Institute, which the seventy-fifth Congress created and endowed with $10 million. [See *The Survey,* August 15, page 260.] The appointees, named by Secretary of the Treasury Morgenthau, include: Dr. Arthur H. Compton, authority on X-ray; Dr. James B. Conant of Harvard University; Dr. James Ewing, director of cancer research at the Memorial Hospital in New York; Dr. Francis Carter Wood, director of the Crocker Institute of Cancer Research of Columbia University; Dr. Clarence C. Little, managing director of the American Society for Control of Cancer; Dr. Ludwig Hektoen, University of Chicago. The institute will be maintained in the U.S. Public Health Service with U.S. Surgeon General Thomas Parran as ex-officio chairman of the council. The buildings will be established on an estate in Bethesda, Md., which was bequeathed to the government for this purpose by the late Luke Wilson, manufacturer, a cancer victim.

"New Schoolman"—Of much interest to many people is the announcement from Yale University of the appointment of Alvin Johnson, director of the New School for Social Research, New York, as director of general studies of the Yale Graduate School and professor of economics. It is good news for New York that he is not breaking away wholly from the New School but will divide his time between the two institutions. Readers of *The Survey* and *Survey Graphic* know Mr. Johnson well, through the "profile" of him, New Schoolman, by Beulah Amidon, [see *Survey Graphic,* March 1936, page 158] and through his contributed articles, the most recent of which was In This Real World of Ours in *The Survey* for July 1937.

Catholic Charities—The Rev. Gerald C. Lambert has been named diocesan director of Catholic Charities at Rochester, N. Y. succeeding Most Rev. Walter A. Foery, now bishop of Syracuse. . . . The Rev. Edward Roberts Moore, director of the division of social action of Catholic Charities of the archdiocese of New York, has been named rector of St. Peter's, New York's oldest Catholic church. . . . Eileen Ward, formerly executive secretary of Catholic Social Service in Phoenix, Ariz. is a new instructor in child welfare at the St. Louis University School of Social Work.

Honors—Doctors of Laws now are Edith Abbott of Chicago University and Clare M. Tousley of the New York COS, both of them by way of Oberlin College and its celebration of a century of co-education. Miss Tousley is a daughter of Oberlin, class of 1911. Candidates presented for honorary degrees "offered living testimony," said President Ernest H. Wilkins, "to the elevation of women onto planes of scholastic accomplishment equaling that of men."

To Prof. Graham R. Taylor of Chicago Commons and—since we're very proud of it—of *The Survey's* staff of contributing editors, the Rotary Club of Chicago last month gave its merit award of 1937. The ceremony took place at a large luncheon and included the presentation of a beautifully engrossed and bound testimonial which was read by Judge Charles M. Thomson, chairman of the jury of award, with Professor Taylor responding in his usual happy manner.

At the recent testimonial dinner to Dr. William Freeman Snow, general director of the American Social Hygiene Association, a bronze medallion portrait of Dr. Snow was presented to him. The medallion will serve as the model from which, from time to time, will be struck the William Freeman Snow Medal for Distinguished Service in Social Hygiene. Awards will be made by a committee of the board of directors of the ASHA.

Medical Men—Dr. Charles W. Clarke, formerly medical director of the American Social Hygiene Association, and "loaned" to the New York City Department of Health two years ago to organize a bureau of social hygiene, has returned to the ASHA with the title of executive director. . . . Dr. Frederick W. Parsons, New York State commissioner of mental hygiene, has resigned after more than thirty years in the state service, the last eleven of them as commissioner. He is succeeded by Dr. William J. Tiffany, who has been superintendent of the Pilgrim State Hospital at Brentwood, N. Y. . . . Dr. Frank J. Jirka of the University of Illinois College of Medicine, has resigned his position as health commissioner of Illinois. . . . Dr. Harvey Cushing, recently retired and now emeritus of both Yale and Harvard University Medical schools, has been appointed director of studies in the history of medicine at the Yale school. . . . Dr. J. Rosslyn Earp, for six years director of public health for New Mexico, has been appointed to the New York State Department of Health. As medical editor in the division of public health education, he will supervise collection and editing of materials for publication.

Deaths

MRS. HARRY L. HOPKINS, in Washington in early October, at the age of thirty-seven after a long illness. Before her marriage to Mr. Hopkins in 1931 she was engaged in social work in New York.

HARRY HERMANN GRAHAM, since 1929 superintendent of the Berkshire Industrial Farm, Canaan, N. Y., one of the best known and most progressive of the private institutions for delinquent boys.

CLARENCE VORHEES WILLIAMS, of Evanston, Ill., nationally known in child welfare work and head of the Illinois Children's Home and Aid Society. Of him Mary Irene Atkinson, director of the Child Welfare Division of the U.S. Children's Bureau, says: "Mr. Williams began work with children in the period when placement in foster homes was being recognized as increasingly important as a substitute, in part, for long time institutional care. . . . Integrity of purpose, devotion to the task at hand, respect for the point of view of others, interest in improving professional standards in order that children might be served better, were the strands which made up the pattern of his professional performance."

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Readers Write

Why Can't We Have An Orphan?

TO THE EDITOR: Recent discussion and criticism in popular magazines show widespread misunderstanding of the practices of orphanages and other child caring agencies. Critics, generally couples who have vainly besieged the agencies for children to adopt, have been unable to reconcile the fact of large numbers of children in orphanages with the fact that enough childless couples are asking for these children to depopulate the institutions overnight. Says one indignant crusader, "Thousands of children in institutions would be better off in homes. Thousands of couples want them. But the institutions will not release them."

Strange as it may seem, managers of these institutions know of this demand and thank God for it, since they know these anxious couples to be—

Grains of that superior salt
That keeps the world from spoiling.

The reasons why this demand cannot be more nearly met are not far to seek. In large measure the children in the orphanages are a floating population entrusted for a time only to the agencies. Where this is not the case an orphanage might well be asked to show cause for the permanency of its inmates.

In a certain institution well known to the writer there were, at the beginning of 1935, fifty-seven children. During the year fifty-eight new ones came in while sixty were released—forty of them to relatives and others who had rightful claims on them. Eighteen were adopted by non-relatives leaving fifty-five at the end of the year. Had the census been taken at that time these fifty-five would have been counted among the "prisoners of charity." They were far from being prisoners however since all but a few of them went out of the orphanage the following year to be replaced by others who were a part of the continuous stream of children which for thirty years has passed through this home.

Along the banks of this stream there is always a fringe, a few cases which cannot be disposed of immediately. During the years under review, there were two who were mentally incompetent and who were placed in a state institution; a half-Negro baby with an eye defect and questionable ancestry on both sides; one with a congenital injury which doomed him to live, if he lives, without muscular control. Families could be found to take all—or most—even of these. But there are some things which cannot be left wholly to the emotions. An agency which would let kind-hearted couples thus endanger their family lives or the rights of children later born to them, by taking on life burdens such as attach to incurability, physical or mental, would deserve to have its charter revoked.

There is much to be said for the foster home idea which today is receiving new emphasis. But children can be exploited in private homes as well as in institutions. Those who need confirmation might read Baa Baa Black Sheep, Kipling's tragic story of boyhood and blindness, to know the bitterness that can come to children in foster homes.

Meanwhile those who are charged with the responsibility for homeless children and who daily face the obligation of placing them wisely in foster homes may well pray for wisdom and fortitude in so choosing and refusing that those to whom the prize of a child shall be given shall not curse them, ere the child be grown. For every ten children whom anyone would have any right to give away or adopt may there be one hundred and ten families who want them, for thus shall human nature be justified.

WILLIAM WORTHINGTON

Pacific Protective Society
Yakima, Wash.

"Mobility in Trouble"

TO THE EDITOR: Elizabeth Wickenden's article, Transiency=Mobility in Trouble in *The Survey* for October was welcome, as coming from the former assistant director of transient activities, FERA. With her final conclusions I am in hearty agreement; namely, that any future approach should consider remedial measures in terms of specific handicaps to be overcome.

However, from the first it has been my belief, and that of those associated with me, that the "remedial approach in terms of specific handicaps" must first be directed toward relief which the first phase of the transient program provided. The relief phase was not an end in itself.

Incidentally, the transient program did the spade work which made the "problem(s) of mobility in trouble" visible to the naked eye of government and the citizen. That it was labeled "federal" in the early days instead of being integrated with other phases of state relief, financed in part by federal funds, was the result, as I have pointed out elsewhere, of the preoccupation of federal and state administrators with the Civil Works Administration, and since the state transient director could not gain access to his state administrator he had to "go to Washington" for advice and guidance.

Miss Wickenden's criticism of this administrative difficulty is justified but it was not the fault of the plan as drawn. She is right when she says that those of us who have worked closely with the program not only have the privilege, but the obligation, to look back critically and dispassionately on past experience. The program was not perfect. The service of the employment exchanges should have been available in transient camps, and was asked for, but there were no jobs, nor was there effective functioning of the exchanges during the life of the transient program—they, too, were in the making.

My great regret is that no sharing of experience was made possible by the federal authorities with state and local officials, or the "brain trusters" or "pressure groups," which hoped to see a constructive solution of the problem. The unhappy fact is that the transient program was thrown overboard at a time when the evolution and integration into the slowly developing program of public welfare administration would have been possible. That water is now over the dam.

We appear now to have arrived at the point of agreement that mobility of people is an essential factor in the development of these United States; that it must be given surer direction and guidance by government from this point onward; that ways and means must be found to minimize or prevent the handicaps (legal, health economic and social) of "mobility in trouble"; and that many of the permanent departments of government, federal, state and local, have a responsibility which must be shared in any effort looking to this end.

That the U.S. Department of Labor and the U.S. Public Health Service now are working upon various phases of this perplexing problem gives assurance as to future progress, for which we are thankful.

ELLEN C. POTTER, M.D.

Chairman, Committee on Care of Transient and Homeless, New York

"Nurses in the Making"

TO THE EDITOR: In connection with the scenes from the motion picture, Nurses in the Making, which appeared as a frontispiece in *The Survey* for October, your readers might like to know that this film may be rented by any interested organization. It is a two-reel, sixteen millimeter, silent film which takes about half an hour to show. The rental price is $3 per showing, plus transportation costs. A lifetime lease may also be arranged by qualified organizations.

A booklet, Suggestions for Use, may be obtained with the film at an additional cost of 25 cents. This contains information about nursing, reading lists, and other material helpful in planning programs. Bookings may be arranged or further information obtained from the Division of Visual Experiment, Harmon Foundation, 140 Nassau Street, New York.

ALICE ROBERTS

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Book Reviews

King Cotton's Subjects

STORY OF KING COTTON, by Harris Dickson. Funk and Wagnalls. 309 pp. Price $2.50 postpaid of *The Survey*.

THERE are plenty of men who know the story of cotton so far as that story is the addition of statistics, the comparison of prices and the measuring of trade. But Harris Dickson knows cotton as he might know a man—or rather two men, Colonel Woodville and Wash Johnson—and a mule. Cotton in the delta, cotton in the South, cotton in the world is their story and Mr. Dickson, artist among statistics and story-teller unoppressed by the weight of the cotton carryover, has kept rich, human and entertaining this story of a commodity from the seed to the mill.

Mr. Harris makes no pretense at being either the last agricultural economist or the final rural sociologist speaking the ultimate word on the fiber. But without making any pretense at all he has made alive the men whose lives are bound to cotton, both as operators of plantations of many acres who must keep in touch with the sensitive trade of the world and as tenants on such plantations who in hope or despair, starvation or extravagance, work for a settlement which generally is little more than subsistence. Mr. Harris has written a picture of cotton, not a critique of cotton economy or the morals of the men who labor in it. His chapters on crop control, cooperatives, exports, tenant farming, and tenant-landlord conflict are less satisfying than such grand tales as that of the wreck of the Rosa May by a rampaging Mississippi or the various ones about Wash Johnson and other colored brothers who are almost as much a part of cotton as the stalk.

Mr. Harris' book naturally takes its place among those that are for present reading rather than future reference. The Brookings Institution may beat him at the squeezing of significance out of statistics but not all the learned societies can approach him in seeing cotton as its growers see it and as he veraciously sees its growers.

Raleigh, N. C. JONATHAN DANIELS

Out of the Mists

THE MIND OF MAN—THE STORY OF MAN'S CONQUEST OF MENTAL ILLNESS, by Walter Bromberg, M.D. Harper. 321 pp. Price $3.50 postpaid of *The Survey*.

MEN'S minds, like their bodies, have been subject to the long crooked road of developing culture, in which medicine was "at first magic, then prayer, finally an art, and only recently a science." Traces of the past, like strata in a rock formation, remain today, at least in popular thinking and doubtless also in professional anachronisms. Dr. Bromberg writes vigorously and with authority of the pre-history of psychiatry and its remarkable development in the past generation or two on a scientific level. His book should be of much interest to individuals who wish to understand queer quirks in others, or preferably in themselves; and, more importantly, to those who wish the light that a clear and competent view of the past throws on mass madness in the world of the past and of today. It gives a particularly clear account of Freud's contribution to modern thought as well as to professional techniques. Dr. Bromberg finds that the developing science of recent decades has begun to lay a foundation for advance in a field still almost unexplored, "social psychiatry—whose surface has hardly been scratched." He points out that the excitements of developing knowledge have tended to make even psychiatrists forget that "no one lives in a social vacuum." There is no royal road to cure, nor is a road likely to develop. But in this eminently readable, even exciting story of the long climb upward from magic toward science, Dr. Bromberg shows that men have gained ground from which they may advance out of some of the mists of terror, ignorance and cruelty that have been their habitat in the past.

MARY ROSS

Problem Drinkers

TO DRINK OR NOT TO DRINK, by Charles H. Durfee. Longmans Green. 212 pp. Price $2 postpaid of *The Survey*.

FOR many, "to drink or not to drink" is nearly an equivalent statement for "to be or not to be"; escape through alcohol has become to these personalities a necessity which affronts the family and society.

These sincere, and at the same time quite cleverly written chapters develop the thesis that alcoholism is a symptom of psychological illness, best remedied by emotional and mental readjustments worked out by the patient, largely through the medium of appropriate occupational therapy under friendly supervision in a favorable social environment. While Mr. Durfee demonstrates that home treatment of problem-drinkers is sometimes successful, his discussion contains abundant evidence favoring "time out" and a change from the patient's usual surroundings as almost essential for initiating and facilitating the psychological reconstruction that needs to be achieved. Several weeks or months usually are required in this process of mental liberation and reorientation. In his scheme of treatment no use is made of physical restraint. Alcohol is not immediately withdrawn, but through the skillful reduction of the drinker's emotional tension drink speedily becomes unnecessary. The glass of whiskey at the bedside goes untouched after the second or third night. A small farm, with its numerous opportunities for constructive occupation, has proven a favorable psycho-social site for this type of adult re-education school. Such therapy is highly individual and ordinarily there are less than a dozen resident patients. These are in all stages of rehabilitation and tend to influence each other with mutual benefit.

Based on adequate experience, this book is an exceptionally clear statement of the principles involved in the treatment of men and women who have found their propensity for alcohol out of bounds. The author brings a hopeful, wholesome attitude to this age old problem, and through invention and adaptation has supplied new names and terms which when used in the discussion tend to lift our thinking out of the old ruts. He has made a significant contribution to mental hygiene which laymen, social workers and mental therapists will find practically useful whether their problems are theoretical, personal or professional.

Yale University WALTER R. MILES

The Long Hard Road

CHILD WORKERS IN AMERICA, by Katharine Du Pre Lumpkin and Dorothy Douglas. McBride. 321 pp. Price $3.50 postpaid of *The Survey*.

THIS is a readable review of the child labor question in its economic and social setting. Further, it is a challenge not only to the opponents of child labor legislation, but also to those willing to take a superficial view of the problem or to be content with half-way remedies. The book is based chiefly on the results of statistical and legal research and on the field work of public and private organizations. But it is saved from academic lifelessness by first hand studies of child laborers made by the authors in 1931 and 1932. The subject is divided into three parts: Children on the Market, Demand and Supply, Prospects for Control. The wage earning of children in industry and agriculture, in street trades, and in industrial homework is discussed. The authors review laws and administrative methods, with their striking variations from state to state; and analyze personal and social factors involved in child labor.

The book was completed before 1937 and here and there details of the picture it gives have been modified by recent legislation. On the whole, such changes have been slight. Last winter, for example, North and South Carolina, important textile states, adopted a sixteen-year age

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

minimum for employment in factory occupations. Ten states now have such a standard.

The authors are convinced of the urgent need not only for child labor reform in this country but also for basic economic change and for more adequate social security measures. They hold that effective, widespread labor organization and political activity on the part of labor groups are necessary to the elimination of child labor. The authors believe that, beginning with ratification of the child labor amendment "the fight for adequate child labor legislation has necessarily to center about the struggle for federal as opposed to mere state legislation." They predict a long up-hill struggle even after ratification is completed, before this country achieves legislation with sufficiently broad coverage to reach the most exploited groups of American child laborers.

BEULAH AMIDON

The Land and the People

RECENT TRENDS IN RURAL PLANNING, by William E. Cole and Hugh Price Crowe. Prentice-Hall. 579 pp. Price $3.50 postpaid of *The Survey*.

IT is said that a reporter recently asked Henry Wallace if it would not be better to turn the land of the United States back to the Indians. The Secretary of Agriculture was prepared with a reply. He pointed out that if we were to hand the land back to the Indians it would be only fair that we should first take steps to put it back into the same condition as when we received it from them.

This book tells something of the beginning of rural planning in the United States, which, if carried through, should do a good deal to improve the land that we have treated so badly and also to improve the quality of the people who live on it. Many planners do not consider both the people and the land. Fortunately, these authors do.

Writing from the University of Tennessee, Messrs. Cole and Crowe point out that in the year 1929 one branch of the federal government was making plans to build a large dam on a river in that state. At the very same time another agency of the federal government was approving plans for the construction of a million dollar bridge that would have been submerged if the dam had been built. Such illustrations give point to the need for planning.

We have here a treatment of an old word that gives it new and expanding meaning. The work opens with a Philosophy of Rural Planning. There follows a consideration of the economic bases of rural planning, and a statement of the human resources, which actually are taken up before all matters pertaining to land use and settlement. A chapter on Planning for Effective Rural Social Welfare refers to a variety of types of social work. There is also a chapter on rural crime control and the peculiar difficulties which surround its improvement. Many other aspects of rural life are treated, including the recent progress in rural electrification.

New York. BENSON Y. LANDIS

To the Last Pencil

PLANNING FOR COLLEGE, by Max McConn. Stokes. 267 pp. Price $2 postpaid of *The Survey*.

WHAT every dean knows is told to the public in this book by Dean McConn of Lehigh University. In fact, "for the price of admission" it reveals the whole stock in trade of deans or directors of "committees on admission."

A great deal of information is presented, so simply and clearly that it assumes on the part of the reader no knowledge of the process of preparation for entrance into any kind of college. Intended for boys and girls in high-schools or preparatory schools and for their parents, it will be extremely helpful to them, as well as to deans and advisers of students who are not in close touch with the college tradition or with any particular college or university.

Planning for College primarily is practical, not theoretical, and intends to be so. Yet the most valuable contribution of the book is in the analysis in the first chapter, "Who ought to go to college?" Dean McConn here sets up as standards: "a fairly high degree of bookish aptitude; an awakened intellectual interest in something; a fairly high degree of self-mastery or capacity for self-direction." After the student is led to decide whether he should go to college, and which college, he is informed on costs, preparation, admission plans and so on. Nothing is omitted from the lists of external equipment, not even "the pencil sharpener and a dozen good pencils" for one's room. Doubtless as a result of the questions which the author has had to answer many times, nothing is left to the imagination or good sense of the prospective student. At any rate, the reader gains an impression that the writer is accustomed to deal tolerantly and kindly with young people and to do a thorough job of being helpful.

Vassar College C. MILDRED THOMPSON

Quakers in Penology

THEY WERE IN PRISON—A HISTORY OF THE PENNSYLVANIA PRISON SOCIETY, 1787-1937, by Negley K. Teeters. Winston. 541 pp. Price $3 postpaid of *The Survey*.

NOT just another book about prisons, nor merely a puff for the Prison Society's hundred-and-fiftieth birthday, this is a fascinating combination of history, penology and the personalities of old Philadelphia.

Many names of importance appear in this story of The Philadelphia Society for Alleviating the Miseries of Public Prisons (now the Pennsylvania Prison Society). Among them are Benjamin Franklin, Dr. Benjamin Rush, Roberts Vaux and the Wistars. In the introduction, Harry Elmer Barnes says, "Few realize that America gave to the world the modern prison system. Fewer still know that it was chiefly the product of the humanity and ingenuity of the American Quakers. . . . In May 1787, there was formed what became the most influential organization in the whole history of modern penology."

It was the atrocious conditions in certain Philadelphia jails which compelled public-spirited citizens to band together for action. Their work included giving necessary food and clothing, separating the sexes, and combating idleness—as well as helping to found the famous Eastern State Penitentiary and originating institutions for juveniles.

The society was in touch with similar efforts throughout the world. Even the great John Howard, himself a sufferer from the brutalities of foreign prisons, sent letters of encouragement to the Philadelphia Society. And the society followed his lead in proclaiming that reformation should be made a principal object of imprisonment.

The reader of this meaty volume will discover much that is entirely new, and will rejoice to find the familiar portions so freshly presented. He will realize also that the unselfish zeal of the society's early days repeats itself today under its president, Francis Fisher Kane.

ANNA WHARTON MORRIS

Jamestown, R. I.

Knowledge and Practice

THE DEVELOPMENT OF MODERN MEDICINE, by Richard Harrison Shryock. University of Pennsylvania Press. 442 pp. Price $4 postpaid of *The Survey*.

MOST histories of medicine are a series of biographies, big beads and little, strung on a tenuous thread of narrative. Professor Shryock, an historian, not a physician, has followed the lead which Dr. Henry E. Sigerist has begun to make familiar to American readers. The medical sciences and the arts and institutions of medical practice have a life history of their own, but like different plants that grow in the varied soils of a countryside, they are nourished by and depend upon the social and economic organization of society.

Professor Shryock's book—not light summer reading—is stronger in dealing with the course of events than with the analysis of problems; but it is clear, documented and informing. The sciences of medicine and the social status of the physician have had their ups and downs during the last few centuries. "To what cause," wrote a physician in 1858, "are we to attribute the diminished respectability of the medical profession in

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

the estimation of the American public?" Medicine as a science and medical service as an art have greatly advanced their social status since that time. New discoveries have increased enormously the power to prevent and cure disease. And despite the fact that present knowledge is applied only to a fraction of the people who would benefit by it, widespread human benefits have been obtained and important effects produced upon the age constitution of the population and the organization of social life. Professor Shryock makes clear that the practical application of medical knowledge depends in increasing measure upon social organization. In every decade closer relations appear between the medical sciences and the social sciences as means of planning; and between medical, social and economic agencies as instruments of execution.

New York MICHAEL M. DAVIS

New York's Good Causes

DIRECTORY OF SOCIAL AGENCIES: NEW YORK 1937-38. Prepared under the direction of the Committee on Information Services of the Welfare Council of New York City, Anastasia H. Evans, editor. Columbia University Press. 503 pp. Price $3 postpaid of *The Survey*.

IN this volume if in no other place is the impressive number and infinite variety of New York's social agencies made visible to the naked eye. Essential information is given on the location, purpose and auspices of no less than 1318 organizations for "divers good causes," with devices of arrangement to facilitate general and special reference. The largest classification is under family welfare with 450 agencies listed as engaged in work related in one way or another to families. The five major fields of child welfare list 366 agencies.

It is interesting to note that New York has twenty-eight agencies that have been on the job for more than a hundred years and 166 for more than fifty years.

GERTRUDE SPRINGER

Federal Fact Finding

GOVERNMENT STATISTICS. A REPORT OF THE COMMITTEE ON GOVERNMENT STATISTICS AND INFORMATION SERVICES. Social Science Research Council. 174 pp. Price $1 postpaid of *The Survey*.

PROMPTLY upon taking office as Secretary of Labor in March 1933, Frances Perkins initiated an important governmental reform by appointing a technical committee to study the then stagnating Bureau of Labor Statistics. There was need for critical examination of the whole statistical program of the federal government. The new administration was interested, partly because large expansion of statistical services was required for the prospective expansion of government functions. With the assurance of cooperation on the part of the Secretaries of Agriculture, Commerce, Labor, and Interior, the Committee on Government Statistics and Information Services was shortly organized for such a general study under the auspices of committees of the American Statistical Association and the Social Science Research Council. Financed from private sources; the two committees functioned together over a period of nineteen months, with a research staff consisting, at the peak, of more than fifty persons. Chief attention was given to the two principal statistical agencies, the Bureau of the Census and the Bureau of Labor Statistics, but the inquiry embraced the statistical work of some fifty other bureaus, scattered among seven executive departments and twenty-five independent agencies.

The report describes the investigations conducted in various bureaus and records the major recommendations. In the process it presents the most valuable available guide to the federal government's vast and complex statistical organization. The record of reorganization is concrete evidence of the large accomplishment of this undertaking. One indication of the acceptance of the critical services of the committees is the list of twenty-six committee or staff members who joined the staffs of seventeen of the agencies studied.

Among many important services, those potentially most significant related to the establishment of the Central Statistical Board as a continuing agency for planning and coordinating the government's statistical work. Two earlier attempts to supply this need proved abortive; a third produced an interdepartmental committee with neither program nor power. The new board, recommended early by the committee, was promptly established by executive order, worked with the committee, and has since continued the committee's research, planning and advisory service. It should be added that a fickle Congress in 1935 gave it an assured life of five years, but in 1937

BOOKS FOR THE SOCIAL WORKER

NOW REPRINTING!

SOCIAL WORK YEAR BOOK, 1937

Edited by RUSSELL H. KURTZ

In spite of the largest first printing we have given any book, the 1937 SOCIAL WORK YEAR BOOK had to be rushed back to press. Do you have your copy of "the largest body of knowledge about social work in all its phases in the least space and at the least cost anywhere available in social work" (Transient)? No new edition until 1939. Price, $4.00

RUSSELL SAGE FOUNDATION

130 East 22d Street New York

MACMILLAN

Announces —

ALCOHOL: One Man's Meat —

By EDWARD A. STRECKER, co-author of "Discovering Ourselves" and FRANCIS T. CHAMBERS, Jr.

In this book the authors present an interestingly written summary of the problem of alcoholism as seen by a physician in the course of practice. General considerations, treatment and physiological and nutritional factors occupy an important place in this book.

Ready in January $2.50*

THE CONQUEST OF CHOLERA

AMERICA'S GREATEST SCOURGE

By J. S. CHAMBERS, M.D.

In this fascinating story the author dramatizes the advance of medicine from miasms as a speculative philosophy to microbes as a scientific fact. The story of Asiatic Cholera, from its outbreak in the United States in 1832 to its final conquest in 1892, is the moving drama of cholera's march and a nation's distress, when bewildered physicians courageously but impotently fought a not understood pestilence.

* Probable prices.

Ready in January $5.00*

60 FIFTH AVENUE NEW YORK

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

DIRECTORY OF SOCIAL ORGANIZATIONS

Civic, National, International

Library Service

AMERICAN LIBRARY ASSOCIATION, 520 North Michigan Ave., Chicago. To aid in the extension and improvement of library service.

Child Welfare

BOYS' CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C. National service organization of 291 Boys' Clubs located in 153 cities. Furnishes program aids, literature, and educational publicity for promotion of Boys' Club Movement; field service to groups or individuals interested in leisure-time leadership for boys, specializing with the underprivileged.

BOY SCOUTS OF AMERICA, 2 Park Avenue, New York City. Incorporated in 1910 and chartered by Congress in 1916 for the purpose of developing the character of boys and training them in their duties as citizens. Cubbing, younger boys' program, 9-11; Scouting, 12 and upward; Senior Scouting, 15 years and up. Scouts are organized in Patrols and Troops. Cooperates with schools and churches, fraternal orders and other civic groups. Walter W. Head, President; Dr. James E. West, Chief Scout Executive.

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-sectarian farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Acting Supt., or the New York Office at 101 Park Ave., Tel: LEx. 2-3147.

CHILD WELFARE LEAGUE OF AMERICA— C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

NATIONAL FEDERATION OF DAY NURSERIES—130 East 22nd Street, New York City. To federate day nurseries in the U. S. and assist them to establish and maintain approved standards of care.

NATIONAL CHILD LABOR COMMITTEE—419 Fourth Ave., N.Y.C. Promotes child labor legislation, state and federal; conducts investigations; advises on administration; maintains information service.

AMERICAN LEGION NATIONAL CHILD WELFARE DIVISION, 777 North Meridian Street, Indianapolis, Ind. Three-phase program: Education; legislation for benefit of all children; temporary material relief to children of veterans of World War. Emma C. Puschner, Director.

THE INTERNATIONAL SOCIETY FOR CRIPPLED CHILDREN, Elyria, Ohio. Paul H. King, President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. *"The Crippled Child"* magazine, bimonthly, $1 a year.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC.—155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Health

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

AMERICAN BIRTH CONTROL LEAGUE—A Clearing House, cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 41 states, including 17 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 515 Madison Avenue, New York City. WIckersham 2-8600. President: Clarence Cook Little. Medical Director: Eric M. Matsner, M.D.

New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evenings, from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

National Conferences

NATIONAL CONFERENCE OF SOCIAL WORK—Solomon Lowenstein, President, New York; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-fifth annual convention of the Conference will be held in Seattle, Washington, June 26 - July 2, 1938. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

NATIONAL CONFERENCE OF JEWISH SOCIAL WELFARE—Harry L. Glucksman, President; M. W. Beckelman, Secretary, 67 W. 47th St., New York, N. Y. Organized to discuss Jewish life and welfare, Jewish social service programs and programs of social and economic welfare. The 1938 Annual Meeting will be held in Washington, D. C. beginning May 28. The Conference publishes a magazine, Jewish Social Service Quarterly, a news bulletin, Jewish Conference, and Proceedings of its Annual Conference. Minimum Annual Membership Fee $2.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS—105 East 22nd Street, New York City. The Inter-Denominational body of 23 women's home missions boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry cooperatively; i.e. Christian social service in Migrant labor camps and U. S. Indian schools. President, Mrs. Millard L. Robinson; Executive Secretary, Edith E. Lowry; Associate Secretary, Charlotte M. Burnham; Western Field Secretary, Adela J. Ballard; Migrant Supervisor, Gulf to Great Lakes Area, Mrs. Kenneth D. Miller.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Arthur Brin, President; Mrs. Maurice L. Goldman, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City. Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organizations in program emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity, and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Negro Education

TUSKEGEE INSTITUTE, Tuskegee Institute, Alabama. Founded by Booker T. Washington. High school and college both accredited. Curricula designed to prepare Negro students to meet the vocational and social needs of successful living. F. D. Patterson, President.

Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation.

DIRECTORY RATES

30 Cents a Line
Per Insertion
On a Twelve Time
Contract

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

DIRECTORY OF SOCIAL ORGANIZATIONS

Civic, National, International

National Red Cross

THE AMERICAN NATIONAL RED CROSS—Administered through National Headquarters in Washington, D. C., and three Branch Offices in San Francisco, St. Louis and Washington, D. C. There are 3711 local chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, Civilian Relief, First Aid and Life Saving, Home and Farm Accident Prevention Service, Home Hygiene and Care of the Sick, Junior Red Cross, Nursing Service, Nutrition Service, Public Health Nursing, Volunteer Service and War Service.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Directors, Harry W. Laidler and Norman Thomas, 112 East 19th Street, New York City.

Why Not Celebrate

THE 25TH ANNIVERSARY OF SURVEY ASSOCIATES

by listing your organization in the Directory?

Copy for the December Midmonthly should reach us by November 25th.

Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, Director; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

has reduced its opportunity for service by a drastic cut in appropriation. An appendix of the report gives valuable, but apparently incomplete, correlated lists of bureaus and subject matter comprised in the governmental statistical system. Another appendix lists the published papers and more important unpublished memoranda which relate to the work of the committee. There is an index. The report is a highly useful but brief treatise on a very important subject.

New York RALPH HURLIN

Twenty Years Better

A CURRICULUM GUIDE FOR SCHOOLS OF NURSING, prepared by the Committee on Curriculum of the National League of Nursing Education. Published by the league. 689 pp. Price $3.50 postpaid of *The Survey*.

TWENTY years ago the National League of Nursing Education published Curriculum for Schools of Nursing, prepared under the leadership of M. Adelaide Nutting, a book destined to influence greatly the course of study offered by schools of nursing. Its theory was also destined to undergo growth and change with the maturing of a philosophy of nursing education. Now, two decades after its initial appearance, a second complete and significant revision has been issued, this time with the title, A Curriculum Guide for Schools of Nursing. The revision, made under the leadership of Prof. Isabel M. Stewart of Teachers College, Columbia University, represents the cooperative effort not only of the members of the National League of Nursing Education but of representatives of the National Organization for Public Health Nursing, the Association of Collegiate Schools of Nursing, the *American Journal of Nursing*, and other interested nursing groups and individuals.

The Curriculum Guide defines no minimum standards, and presents no program for the many schools of nursing which are educational institutions only by virtue of their name. It has been devised to aid "those schools that are definitely committed to sound and progressive educational policies and that are reasonably well equipped to conduct a nursing education program that is adequate for the needs of today."

With this goal in mind, the Committee on Curriculum, responsible for the study, recommends that requirements for admission to nursing schools be advanced to from one to two years of education beyond highschool. It suggests, through the elimination of all non-educational duties, some shortening of the period of training and some reduction of long hours of work, without sacrificing essential parts of the curriculum. It advises the extension of the preclinical period to eight months, thus increasing the time devoted to courses in theory. Finally, it would enrich the content of the curriculum not only by enlarging upon the biological and physical sciences but by adding a substantial amount of material from the social sciences with the subject material arranged in fewer and larger divisions than formerly so that courses may be presented functionally.

If the recommendations appear far from adequate to those acquainted with professional training in some other fields, it must be recalled that they represent marked progress over those of only twenty years ago. What is most important is the fact that the general trend in nursing education, as indicated by this book, seems to be in the right direction.

ESTHER LUCILE BROWN

Russell Sage Foundation

Biography for Beginners

NEGRO BUILDERS AND HEROES, by Benjamin Brawley. University of North Carolina Press. 315 pp. Price $2.50 postpaid of *The Survey*.

AGAINST the common ignorance about Negro achievement and the fog of prejudice responsible for it, there is perhaps no other antidote than the painstaking—and sometimes painsgiving—rehearsal of such individual achievement as the Negro has made "in spite of handicap." Such is this book's reason for being; and for those who still need to be convinced of the Negro's possibilities, it will be serviceable and educational. But as a series of thumbnail sketches of prominent Negroes in all lines of endeavor, from slave times to the present day, the book is inevitably sketchy and disconnected, with a frequent admixture of the trivial, and can do little to deliver the average reader from the angle of missionary appeal and professional optimism. It will hardly lift him from the elementary plane of the success story and "Exhibit A" sociology. Really enlightened students of racial progress or race relations will call for sounder historical perspective, more competent detail, and will wish to see the correlation of this scattered material and exceptional achievement to the mass condition of the Negro, the historical background of the particular generation, and the prevailing trends. It is not that we expect biography to do the service of sociology, but too much of the vital significance of

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

CLASSIFIED ADVERTISEMENTS

Rates: Display: 21 cents a line, 14 agate lines to the inch. Want advertisements five cents per word or initial, including address or box number. Minimum charge, first insertion, $1.00. Cash with orders. Discounts: 5% on three insertions; 10% on six insertions. Address Advertising Department.

TEL.: ALGONQUIN 4-7490 **SURVEY MIDMONTHLY** 112 EAST 19th ST. NEW YORK CITY

WORKERS WANTED

SOCIAL WORKERS—(a) Psychiatric; state mental hygiene clinic; two years' experience required; East. (b) Medical social worker to take charge of outpatient department; university hospital. (c) Public health nurse with knowledge of medical social work; duties include assistance in direction of clinical experience of student nurses; university hospital; degree required; $1900, meals, laundry. ‡11-SM, Medical Bureau, Pittsfield Building, Chicago.

SOCIAL RESEARCH SPECIALIST. Man 35-45 with actual research experience in social service and welfare activities and with thorough academic training in research methods. State education, experience, age, church membership or preference. 7471 Survey.

NEIGHBORHOOD VISITOR, Jewish preferred for large settlement not in New York. Some settlement experience required. 7470 Survey.

SITUATIONS WANTED

Woman, twenty years' experience in social work, desires institutional position. Member American Association of Social Workers. Excellent references. 7473 Survey.

INSTRUCTOR OF PRINTING, 20 years of practical experience including The Children's Village, 8 years foremanship printing plant; graduate New York Employing Printers Assn.; desires connection private institution. New York or vicinity preferred. 7472 Survey.

MILLINERY

Smart, handmade Velvet Berets, with or without head band—lined with silk and trimmed with a gay little quill. Made by a young woman handicapped but artistically gifted, $2.95. Also knitted berets, $1.95. 7474 Survey.

USED BOOKS

40% Off Regular Price

for books displayed by our field workers. In good condition, but without that new look!

For complete list write

SURVEY ASSOCIATES, INC.

Book Order Department

112 East 19th Street

New York, N. Y.

Your Own Agency

This is the counseling and placement agency sponsored jointly by the American Association of Social Workers and the National Organization for Public Health Nursing, National, Non-Profit making.

Joint Vocational Service

(Agency)

122 East 22nd Street, 7th floor, New York

MISCELLANEOUS

Believing some men and women are burdened, anxious, needing help in meeting perplexing personal problems, a retired physician offers friendly counsel for those who desire it. No fees. 7419 Survey.

SUPPLYING INSTITUTIONAL TRADE

SEEMAN BROS., INC.

Groceries

Hudson and North Moore Streets

New York

LITERARY SERVICE

Special articles, theses, speeches, papers. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

PAMPHLETS AND PERIODICALS

The American Journal of Nursing shows the part which professional nurses take in the betterment of the world. Put it in your library. $3.00 a year. 50 West 50 Street, New York, N. Y.

ROOM AND BOARD

Cultured lady, willing to stay in evenings with children for room and board (New York City). 7469 Survey.

to EMPLOYERS

Who Are Planning to Increase Their Staffs

We Supply:

Executives	Dietitians	Grad. Nurses
Case Workers	Housekeepers	Sec'y-Stenogs.
Recreation Workers	Matrons	Stenographers
Psychiatric Social Workers	Housemothers	Bookkeepers
Occupational Therapists	Teachers	Typists
		Telephone Operators

HOLMES EXECUTIVE PERSONNEL

One East 42nd Street New York City

Agency Tel.: MU 2-7575 Gertrude D. Holmes, *Director*

WPA

FEDERAL THEATRE

All Seats Reserved

JOHN HOWARD LAWSON'S **PROCESSIONAL**

THE FIRST MODERN AMERICAN PLAY

Maxine Elliott's Thea., 39 St. E. of B'y. Evs. 8:40. 83c-55c-25c. CH 4-5715

A HERO IS BORN

An Extravaganza by Theresa Helburn Music by A. Lehman Engel

Adelphi Thea., 54th, E. of 7th Av. Evs. 8:30, $1.10-83c-55c-25c. CI. 7-7582

No Performance Monday Nights—SAT. MAT. at 2:30

EUGENE O'NEILL'S FOUR ONE-ACT PLAYS OF THE SEA

LAFAYETTE THEATRE. 131st St.-7th Ave. TIllinghast 5-1424

Negro achievement is sociological for this two-dimensional book to achieve vital portraiture. As a primer of Negro biography, it meets an elementary need.

Howard University ALAIN LOCKE
Washington, D. C.

Labor Case Book

PROBLEMS IN LABOR RELATIONS, by Herman Feldman. Macmillan. 346 pp. Price $2.75 postpaid of *The Survey*.

ALTHOUGH this volume may prove useful in other types of cases, it is intended primarily for use by students training for professional work in labor administration. A problem book in the literal sense, it consists of a series of problem cases covering many phases of labor relations, with emphasis on those subjects of particular interest to labor managers and executives.

The problems are grouped under five main heads: 1. Wages, Wage Methods, and Wage Administration; 2. Hours, Working Conditions and Labor Regulation; 3. Old Age, Insecurity, and Unemployment; 4. The Personal Environment; 5. Group Relations, Unions, and Labor Law. Each case presents a realistic situation, ranging from that of liberal manufacturer who is being forced by competition to cut wages, to that of an employer of truck drivers who denies the right of the majority rule in collective bargaining because he declares the union to be a racket controlled by outsiders who have "muscled in." According to the author, some of the cases are intended to be provocative, "to disturb the conservative in his beliefs and force him to think over his ideas anew; to disturb the progressive and lead him to analyse more closely the basis of his faith." Each case is followed by a series of questions designed to bring out the essential elements of the material presented.

This work enjoys the merits and suffers the demerits inherent in the method. It is true that the case or problem method is a means of bringing discussions out of the clouds into the realm of practical affairs about which action must be taken. It is, therefore, likely to be realistic, if the selection of material is typical. In this the author has made a worthwhile contribution. However, a volume of short case descriptions such as this is an exceedingly difficult means of conveying to the student the broad phases of labor relations and their manifold connections with the basis of the economic system. The book tends at times to be meticulous and tedious. The author expressed his hope that by beginning with the narrowed, local problem, the student's interest and understanding of the broader issues will be extended. While there is much in the method and in this demonstration to commend, this reviewer has doubts of the realization of that hope.

LOIS MACDONALD
New York University

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED